

# ENVISION OAKLAND

CITY OF OAKLAND GENERAL PLAN

## Draft Land Use and Transportation Element of the Oakland General Plan

DRAFT FOR PUBLIC HEARINGS  
OCTOBER 1997

APR 14 1998





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## **DRAFT FOR PUBLIC HEARINGS**

This Plan is dedicated to General Plan Congress member Del Davis. His leadership in economic circles and deep commitment to the planning practice will be greatly missed. Del's contributions to the continued improvement of Oakland are reflected in this Plan.

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# **ENVISION OAKLAND**

## **CITY OF OAKLAND GENERAL PLAN**

### **Draft Land Use and Transportation Element**

#### **Volume 1**

Prepared by:

**COMMUNITY AND ECONOMIC DEVELOPMENT AGENCY**

City of Oakland

1330 Broadway, Suite 310

Oakland CA 94612

510 238 3941

**OCTOBER 1997**







## THE VISION FOR OAKLAND

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**In the year 2015,**

Oakland will be a safe, healthy, and vital city offering a high quality of life through:

- ◆ a dynamic economy that taps into Oakland's great economic potential and capitalizes on its physical and cultural assets
- ◆ clean and attractive neighborhoods rich in character and diversity, each with its own distinctive identity, yet well integrated into a cohesive urban fabric
- ◆ a diverse and vibrant downtown with around-the-clock activity
- ◆ an active and accessible waterfront that is linked to downtown and the neighborhoods, and  
that promotes Oakland's position as a leading United States Port and a primary regional and international airport
- ◆ an efficient transportation system that serves the needs of all its citizens and that promotes Oakland's primacy as a transportation hub connecting the Bay Area with the Pacific Rim and the rest of the United States
- ◆ awareness and enjoyment of Oakland's magnificent physical setting--hills, views, water, estuary--in every district and neighborhood.







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# GUIDE TO GENERAL PLAN DOCUMENTS

## The Oakland General Plan: Documents That Are or Will Be Adopted

- ◆ **Land Use and Transportation Element**
  - ◆ Volume 1: Policy Framework, Diagrams, Implementation Program
  - ◆ Volume 2: Required Technical Support for the Elements
- ◆ **Estuary Plan**
- ◆ **Open Space, Conservation and Recreation Element (adopted 1996)**
- ◆ **Housing Element (adopted 1995, update due in 1999)**
- ◆ **Historic Preservation Element (adopted 1995)**
- ◆ **Noise Element**
- ◆ **Environmental Hazards Element**
- ◆ **Bike and Pedestrian Master plan (adoption in 1998)**
- ◆ **Any additional required or optional elements adopted in the future, or area / specific plans explicitly adopted as part of the Oakland General Plan**

## Documents supporting the General Plan (Not Adopted)

- ◆ **Technical Reports produced during preparation of the Land Use and Transportation Element:**
  - ◆ Bus Tour of Oakland (March 1994)
  - ◆ Vision, Goals, and Issues (January, 1995)
  - ◆ Trends Report (March, 1995)
  - ◆ Summary of Survey Results (March, 1995)
  - ◆ Policy Audit (April, 1995)
  - ◆ Notes from Community Workshops (June, 1995)
  - ◆ Environmental Factors Analysis (April, 1996)
  - ◆ Community Services Analysis (April, 1996)
  - ◆ Draft Goals, Objectives, Policies and Actions (May, 1996)
  - ◆ Land Use and Transportation Workbook (November, 1996)

*“We do not want the new Plan to sit on a shelf, unused for years and years; we want it to be used on a daily basis.”*

*- Letter from Brooklyn Neighborhood Preservation Association, Dec 1994*

## LAND USE AND TRANSPORTATION ELEMENT USER'S GUIDE

The Land Use and Transportation Element begins with a Preamble, which tells some of the story of the city and its General Plan. The body of the Element is organized into four chapters:

- ♦ **Planning Context:** explains what a General Plan is and how this Element of the City's General Plan was created, offers a brief history of the city and an appraisal of Oakland's resources to meet contemporary challenges facing the city.
- ♦ **Policy Framework:** Describes the city's structure – the places that make Oakland work – and provides the foundation of the Land Use and Transportation Element with ideas about the City's future organized into five sections: Industry and Commerce, Transportation and Transit-Oriented Development, Neighborhoods, Waterfront, and Downtown.
- ♦ **Policies into Action:** Translates the Policy Framework into General Plan diagrams – one providing a basis for strategies for enhancement and change, and the others illustrating plans for Land Use and Transportation improvements. Accompanying text describes land use classifications and transportation projects to be undertaken
- ♦ **Implementation Program:** Presents a two-part program. The Priority Implementation Agenda identifies five action programs for the five years following Element adoption, and the Area Views describe strategies and priorities for geographic areas of the City.

Some users will read the Element front-to-back. Most will consult it to answer one or more specific questions about the city. The examples below provide guidance for consulting the Element to find the answers to the questions you have about the future of Oakland.



If You Are Interested In....	Then...
How the City is preparing for the next century	<ul style="list-style-type: none"> <li>♦ Read the Preamble and the Challenges and Responses outlined in Chapter 1</li> <li>♦ See the opening of Chapter 2, Policy Framework and review the opportunities provided in Oakland's Showcase areas, Corridors, Activity Centers, and Transit-oriented Districts</li> </ul>
The future of your neighborhood	<ul style="list-style-type: none"> <li>♦ Look at the Land Use and Transportation Plan Diagrams and the Strategy Diagram in Chapter 3 and locate your area</li> <li>♦ Consult the Area View in Chapter 4 for your area, and read about issues and implementation strategies</li> </ul>
Finding a location for a new business venture in Oakland	<ul style="list-style-type: none"> <li>♦ Read about 'The Places that Make Oakland Work' in the Preamble, and more detail in Chapter 2, Policy Framework</li> <li>♦ Review the fold-out Land Use and Transportation Plan Diagram and summary of Land Use Classifications on the reverse side of the Diagram</li> <li>♦ Review the Policy Framework in Chapter 2 for Industry and Commerce and relevant areas such as Downtown or Waterfront</li> </ul>
Finding a location for a new housing development	<ul style="list-style-type: none"> <li>♦ Read the Neighborhoods , Downtown, and Waterfront sections in Chapter 2, Policy Framework</li> <li>♦ Look at the Land Use and Transportation Diagrams and Classifications in Chapter 3</li> <li>♦ Consult the City's Housing Element</li> </ul>
The future of public transit in Oakland	<ul style="list-style-type: none"> <li>♦ Read the Transportation Plan in Chapter 3</li> <li>♦ Review relevant sections in Chapter 2, Policy Framework for Transportation and Transit-Oriented Development</li> <li>♦ Check the Priority Implementation Agenda in Chapter 4 pertaining to transit and transportation improvements</li> </ul>

If You Are Interested In....	Then...
Opportunities for reuse of older properties	<ul style="list-style-type: none"> <li>♦ Consult the 'Strategy Diagram' and the Land Use and Transportation Plan Diagram in the pocket at the back of this Volume</li> <li>♦ Check the descriptions of Target Areas in the Area View sections of Chapter 4 for discussion of specific properties</li> </ul>
How zoning of your property could be affected by the Land Use and Transportation Element	<ul style="list-style-type: none"> <li>♦ Locate your area and look at the Land Use and Transportation Diagram , Classifications, and the Strategy Diagram in Chapter 2</li> <li>♦ Consult the Area View for your area in Chapter 4, and read about issues and implementation strategies</li> </ul>
Future plans for the Airport and Seaport	<ul style="list-style-type: none"> <li>♦ Consult the Seaport and Airport/Gateway Showcase descriptions in Chapter 2, Policy Framework</li> <li>♦ Read about transportation projects that will facilitate seaport and Airport improvements in Chapter 3</li> <li>♦ Check related implementation strategies under Priority Implementation Agenda, part c, in Chapter 4</li> </ul>
Solutions to conflicts between housing and industry	<ul style="list-style-type: none"> <li>♦ Read about the 'Housing and Business Mix' Classification in Chapter 3, and see where it is applied on the Land Use and Transportation Plan Diagram</li> <li>♦ Refer to the Priority Implementation Agenda to see implementation strategies related to new zoning</li> </ul>









## PREAMBLE: TELLING THE STORY OF OAKLAND

Welcome to Oakland.....a city of progressive change, rich in cultural, natural, and economic and historic resources, and a city that is aggressively planning and strategically investing to welcome the new century.

Oakland shares many of the same challenges as many older cities -- poverty, crime, disinvestment, and an ever-increasing need for social services. But Oakland will overcome these challenges\_ and take advantage of the opportunities they present.

Oakland's strengths provide a strong framework for renewal and rebirth: the creative diversity of its population and cultures, a prime geographic location, temperate weather, an extensive transportation system, excellent telecommunications networks, diverse and vital economy, redevelopment potential in land and buildings, and the distinctive character of many varied and exciting urban neighborhoods.

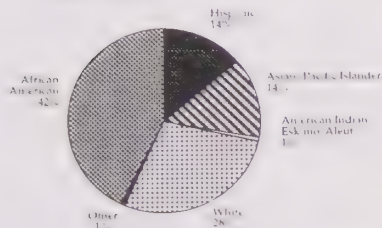
*"Diversity is very important. All of our communities should have input and access to this Plan."*

*- Marguerite A. Fuller, General Plan Congress, 1996*

While some of our residents (including the American Indian and Latino populations) can trace their lineage back to the earliest days of the City, many African Americans arrived in large numbers from a cross country migrations, seeking to work in the railroad or shipbuilding industries. Asian Americans sought work on the railroad, in the construction of water systems, and in providing services to the work force. Still others, of many nationalities and cultures, have recently emigrated and are new to Oakland and to the country. This mingling of histories and cultures offers Oakland extraordinary opportunities as the nation and the world become increasingly multi-cultural.

Oakland's ethnic, racial, and cultural diversity cuts across all economic strata and through neighborhoods from the hillsides to the working waterfront. The Port and Airport are linked to global markets, with room and consensus to expand. The City stands ready to target its resources to neighborhoods and commercial districts most in need. Most importantly, Oakland boasts the commitment of hundreds of residents, business leaders, and professional staff teams who have banded together to create a new General Plan that will boldly guide the City into the next century. All of Oakland, under the guidance of City leaders and the General Plan, will be better able to live together, work, recreate, learn, and enjoy the riches of this great City.

Ethnic Profile



**As the most diverse city in the nation, where more than 125 languages and dialects are spoken, Oakland is uniquely positioned to welcome national and international business, tourism, and new residents.**

Source: 1990 Census.

**The General Plan, along with a citywide economic development program, offers strategic policies and actions that will make room for economic expansion.**

## Meeting the Challenges

Paying tribute to Oakland's virtues and envisioning the future go hand-in-hand with determining how to prepare for the first decades of the 21st century. This document focuses on the physical form of the city. As the General Plan Congress, the "framers" of this Element recognize clearly, the form and placement of buildings, roads, public facilities, commerce, and open spaces all affect our social life, our economy, and the pleasure we can get from being in Oakland.

To meet both current and future city challenges related to economic development, housing and neighborhoods, and the environment, this Plan establishes an agenda for change where it is needed and conservation for areas that are thriving. This Plan is centered around five principal themes that define the unique attributes of Oakland. The concept of sustainability is interwoven in each of the following areas of focus: Industry and Commerce, Transportation, Downtown, Waterfront, and Neighborhoods.

### Industry and Commerce

Today, Oakland is a powerful, exciting, working community composed of many diverse economic interests and skills. The City is in the midst of a transition, however; most of the City is built out, and there is relatively little vacant land or space that does not require improvements to make it suitable for future development. Residents and workers often travel outside the City to buy retail goods, and growing businesses which cluster around the seaport and airport tend to order equipment and services from other cities and regions.

The Plan targets growth sectors and locations for regional commerce, business services, and industry. The economic engines of the City -- the Seaport, Airport, Downtown, Waterfront, and Coliseum areas -- are a central focus of the plan, forming a crescent of "Showcase Districts" along Oakland's 19 mile waterfront. Plans and strategies will build long term economic strength, better access to the Pacific Rim, urban satellite campuses for bioscience and biotechnology, and long term linkages to the city and region's world-renowned research universities and laboratories. Oakland's plans encourage sustainable economic development that fosters industries that respect the human and natural environment.



## Transportation and Transit-Oriented Development

Today, Oakland's ideal location contributes to its stature as the transportation hub of the Bay Area. Oakland's transportation infrastructure is unmatched, including rail, roads and freeways, waterways, and mass transit systems, which move tremendous numbers of goods and people, and provide a solid framework on which businesses can thrive. Oakland residents also enjoy a transportation system with many options: bus, BART, driving alone, carpools, shuttles, ferries, bicycling, and walking. However, cuts to mass transit funding have endangered the ability of people who use transit to get to and from work, shopping, and home. Our regional freeways are approaching their capacity limits; safe and accessible bicycle and pedestrian routes are much needed. Our economy is supported and driven by Oakland's strong Port, Airport, and intermodal rail system, which require infrastructure improvements to continue to compete successfully.

### Amtrak at Jack London Square

As the "Transportation Hub" of the East Bay, Oakland must take steps to ensure and build upon its significant investment in transportation infrastructure. The new Plan urges us to address these issues through concurrent land use and transportation planning, coordination strategies between the service agencies, and realization of infrastructure improvements along major routes and corridors. The Plan supports the creation of "transit-oriented districts" that offer a wide range of local services, housing, and retail shops, combined with immediate access to public transit such as BART or multiple AC Transit lines.

## Downtown

Today, Oakland has a strikingly attractive downtown with buildings of architectural and historic distinction, a skyline with regional visibility, vital downtown neighborhoods, outstanding regional transportation and communications networks, and a beautiful natural edge on Lake Merritt Park. Efforts to increase housing development, capitalize on the excellent communications infrastructure, and prime East Bay office location are key strategies of this Plan. General plan policies and strategies reinforce the preeminence of Oakland's downtown and offer extremely generous opportunities for added high density residences and high intensity office, entertainment, commercial, retail, and educational enterprises.

### Preservation Park, Downtown



**Jack London Waterfront Marina**

## Waterfront

Today, Oakland has a diverse waterfront supporting the fourth largest container Port in the United States, the fastest growing airport in California, and a mixed use waterfront area that ranges from intensive commercial mixed uses to wetlands and shoreline parks. The closure of several large military bases near the seaport has provided Oakland with additional opportunity to plan for an integrated set of new land uses that could benefit everyone in the community and the region. While it is clear that the airport and seaport need to be protected and enhanced, portions of the estuary shoreline are no longer needed for industry-based maritime uses, and is underutilized. People now visit Jack London Square, but know little of what happens on other extensive harbor and estuary lands.

This Plan identifies the areas that can be reclaimed as open space and active recreational areas, reinforces commercial, industrial or mixed-use centers where they are appropriate, and lays the groundwork for an exciting urban district and a regional amenity that will redefine the waterfront edge of the City. The new Oakland waterfront will be a place to live, to recreate, to relax, to work, to watch Oakland grow, and to simply contemplate the magnificent views from the city edge.

## Neighborhoods

Today Oakland has a family of unique neighborhoods, from hill area districts, and solid single family tracts in the flatlands, to “live-work” lofts in industrial districts, and urban density living downtown. This diversity in neighborhood types support a range of lifestyles and incomes in over 60 neighborhoods. Neighborhood Activity Centers, as identified in the Elements, are to be a focal point for activity and identity, and are located along the major corridors which link neighborhoods together, while protecting neighborhood interiors from potentially incompatible growth.

Some Oakland neighborhoods, however, suffer from the ill effects of industry abutting residences. These industries, however, provide much needed employment for Oakland residents. Key plan initiatives aim to resolve incompatible uses, while at the same time introducing a bold new concept -- a “housing business mix” district where environmentally sound businesses and low impact industry coexist with housing. As such, Oakland recognizes that locating jobs and housing together benefits business, minimizing transportation needs and increasing evening security, while providing a daytime presence of residential areas.

In other Oakland neighborhoods, uncertainty about the future of development is frequently the

**The Plan recognizes that both industry and housing must thrive for the City to be successful.**

## Havenscourt Neighborhood

cause of long, drawn out battles between project proponents and opponents. Through application of the policies and classifications of the new General Plan, the character of established neighborhoods will be maintained and enhanced, while new housing, new business, and new City services will be concentrated in neighborhood centers and along key corridors. Each center and corridor will have its own identity drawn from the family of Oakland neighborhoods that it serves.

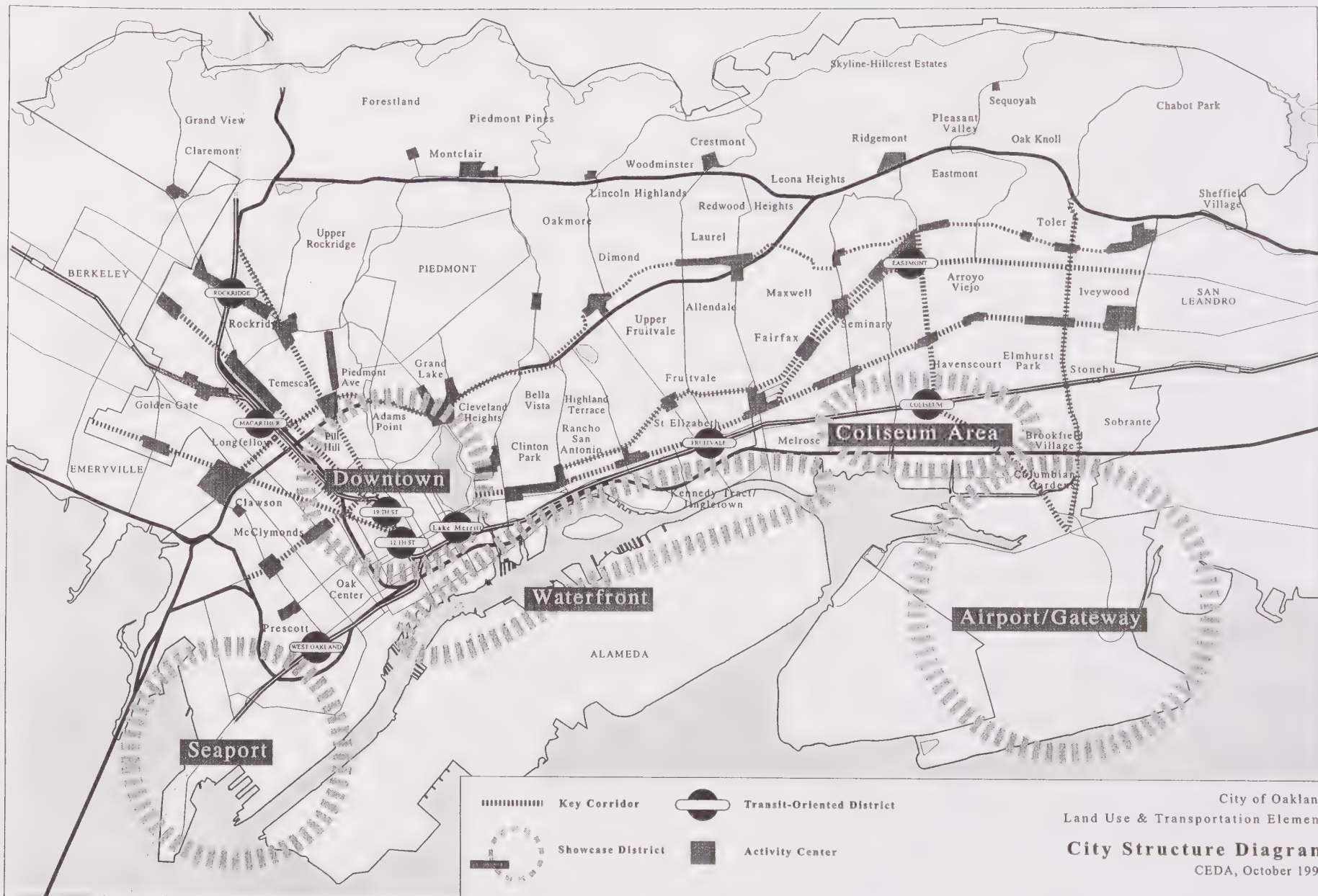
## **The Places that Make Oakland Work**

The City's General Plan is about places -- places to live, work, invest, play, learn and grow, and the relationship between them. The places that make Oakland work are many, because the physical side of the city is as varied as its culture and its economy. The story of the city's past and its future is captured in an appreciation of the types of places that make Oakland work.

The City Structure Diagram on the following page identifies these places and is followed by a description of their key characteristics.







maintained by targeted housing development along the corridor and reintroducing the neighborhood center as a unique identifier of Oakland's neighborhoods. Neighborhoods then become the organizing factor for City services and community-oriented governance.

### **Transit-Oriented Districts**

Transit-Oriented Districts (TODs) are designated to take advantage of the opportunities presented by Oakland's eight region-serving BART stations and one location -- Eastmont Town Center -- served by multiple AC Transit lines. Many of these station locations, and the area surrounding them, offer significant opportunities for compact mixed use types of development that could include housing, business and other services. This strategy supports city and regional goals to foster sustainable development linking transit with higher density housing types. Downtown stations, for example, offer expansion opportunities for office, business, and housing development. Because each location offers unique possibilities, the TODs are discussed individually in the Transportation and Transit -Oriented Development section of the Policy Framework. Easy pedestrian, bicycle, and transit access, as well as a strong identity created through careful design and a mix of activity will be a part of each transit-oriented district.

## **In Summary**

Oakland is a city that can lead the country into the new Century with a record of success. This success can only be achieved if Oakland harnesses its resources to support its people, their hopes, their dreams and their economic future. Human, natural, architectural, historic, and economic resources must be layered, linked and channeled to reap the greatest reward: to attract the investment resources of the Region, the country and the Pacific Rim, to reinforce the City's distinctive neighborhoods, to invest in transportation hand in hand with commerce and industry, and to preserve and restore the beauty of the water's edge, the hills, the forests, and the creeks and give them back to the citizens of Oakland for all to enjoy. The General Plan is the City's strategy to fulfill these goals and aspirations. The challenges are great and Oakland stands ready to meet them.









# 1

## PLANNING CONTEXT

---

This chapter gives the background of the Oakland General Plan. It explains the conditions and process that led to the development of the Land Use and Transportation Element. There is also a brief history of how Oakland has developed over time and how those changes affect the planning context today. Finally, this chapter presents a summary of the challenges that face Oakland as we look to the future and describes how the Land Use and Transportation Element responds to them.



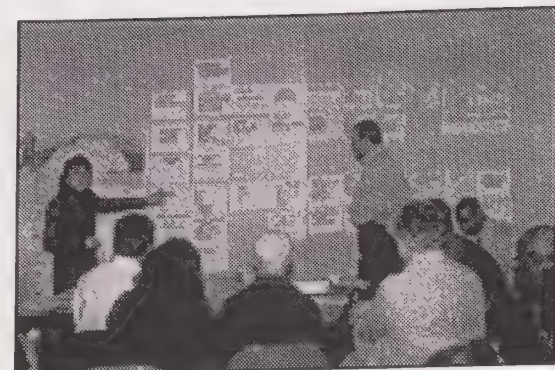
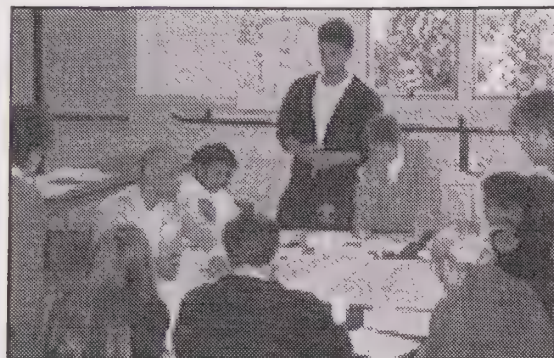
### Chapter Contents

#### **CREATING THE LAND USE AND TRANSPORTATION ELEMENT**

#### **A BRIEF HISTORY OF OAKLAND**

#### **CHALLENGES AND RESPONSES**

## CREATING THE LAND USE AND TRANSPORTATION ELEMENT



Oakland's approach to preparing the Land Use and Transportation Element was based on a commitment to a General Plan that:

- ♦ Is by and for the Oakland community
- ♦ Emphasizes integration of planning, economic development, and implementation
- ♦ Balances citywide and neighborhood perspectives

## A Plan By and For the Oakland Community

To guide development of the Element, the Mayor and City Council appointed the 30+ member General Plan Congress to provide policy and map direction, gather and reflect community input, and ensure that the desires of the Oakland community are expressed in the Plan. The Congress, a diverse mix of energetic and committed individuals representing neighborhood groups, business associations, not-for-profit organizations, and City commissions, participated in an innovative three-phase process for completing the Plan. In addition, an aggressive public participation and education program of 18 community workshops drawing a total of over 1,000 citizens, encouraged grassroots participation from the broader community.

*“The Plan should guide and balance the competing interests of economic development and conserving neighborhoods. We should try and define the role of Oakland as a city, as part of the East Bay, and as part of the world.”*

*-Peter Smith, General Plan Congress, 1993*

The General Plan Congress conquered the great array of issues to be addressed in the Element by organizing into five working groups, each focusing on a geographic or subject area of concern. The Policy Framework in Chapter 2 of the Element is the direct result of their efforts and organization into working groups addressing:

- ◆ Waterfront
- ◆ Downtown
- ◆ Industry and Commerce
- ◆ Neighborhoods
- ◆ Transportation and Transit-oriented Development

This organization resulted in comprehensive policies specific to areas, or area issues. These five topic areas also had the key advantage of offering a “visual sense” of the City; that is, a person could imagine the Waterfront, Downtown, and Neighborhood areas, while seeing the Transportation network linked with Industry and Commerce as the framework upon which the city rests or moves. This picture of the City inspired by the General Plan Congress’s Vision and Policy Framework is the basis of the City Structure Diagram presented in Chapter 2.

## Emphasize Integration of Planning, Economic Development, and Implementation

Early in its work, the Congress realized the need for a Plan that would spur a great commitment to action, with the Element serving as the ongoing policy guide regarding physical development for the City. The result is that innovative, integrated, and powerful planning, economic development, and implementation program are key aspects of this Element. These programs implement the City’s 1997 Economic Development Strategy as well as the General Plan. Both the Strategy and the



*Oakland has more economic potential, more potential to change the lives of its citizens, than any other American city. This will only happen when its diverse community decides to work together.*  
- James Servais, Congress member, 1997

Elements emphasize the importance of activities that provide jobs and revenue for Oakland residents, and highlight Oakland's function as an economic engine for the Bay Area. The districts that have the greatest importance in the regional economy -- those forming a crescent around the Bay -- are highlighted as Showcase Districts in the Element, and are the focus of policies and implementation programs. "Target Industries", those emerging business that the Economic Development Strategy is focused upon attracting and retaining, have guided the development of General Plan Land Use classifications such as Business Mix and General Industry/Transportation. These classifications were designed to support and attract the target industries to specific, business-compatible locations within Oakland.

The Implementation Program (in Chapter 4) consists of two parts: a citywide Priority Implementation Agenda, and an local implementation section called Area Views . The Implementation Program focuses on near term activities -- those to be undertaken in the five years following Element adoption. The Area Views , focusing on each of six parts of Oakland, link Plan policies and resolution of specific neighborhood concerns, and target areas for public investment.

### **Balance Citywide and Neighborhood Perspectives**

The Land Use and Transportation Element balances citywide and neighborhood perspectives by presenting a Citywide View in the Vision, Policy Framework, and Land Use and Transportation Plan, complemented by a discussion of the expected impacts and benefits of the policy framework for each neighborhood area in Oakland in the "Area Views" in Chapter 4. Successfully balancing Oakland's citywide and neighborhood-specific needs during creation of the Element required repeated and ongoing efforts to communicate Plan policy and intent. The Congress and public participants exhibited a very high level of sophistication and commitment in crafting policies and actions to achieve this balance. The efforts made by the Congress and the Oakland community have been truly outstanding and unique.

## A BRIEF HISTORY OF OAKLAND

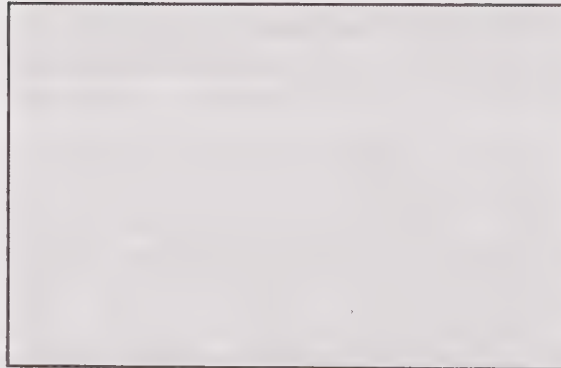


**Oakland Streets, 1850 -1869**



**North on Broadway from 9th, 1930**

*This history section was written and illustrated through the efforts of many contributors, including Christopher Buckley, Monica Lamboy, Bill Sturm, Kathleen Di Giovanni, and Betty Marvin. Additional information may also be found in the Area Views of Chapter 4.*



**Union Pacific Railroad Car, 1996**



**Oakland Harbor, 1901**

*Natural and built environments, world wars and global economic trends have all shaped the physical and social history of Oakland. The City's land use policies, although they came into effect after much of the city's urban pattern was well-established, have also contributed to change within Oakland. Understanding these historic forces provides a basis for an understanding of contemporary Oakland.*

### Native American Period

The East Bay's earliest known inhabitants are now usually called the Ohlones. They inhabited the area which is now Oakland for at least 3,500 years. They lived mainly along the creeks and shorelines, where today's names Temescal (sweathouse) and Shellmound recall their presence. They lived simply and were few in number indeed, today's Native American population of Oakland, about 1,800, is probably larger than the Ohlone population.

### Early Development by European Settlers

In 1820 the King of Spain granted Don Luis Maria Peralta approximately 44,800 acres containing all of the present-day cities of Oakland, Piedmont, Berkeley, Emeryville, Alameda, Albany, and part of San Leandro. The Peraltas raised cattle on the hills and grasslands, and shipped hides and tallow from what is now the foot of 14th Avenue. By the mid-1840's the redwoods in the Oakland hills had also attracted a lumber industry that used the estuary for transportation.

The California Gold Rush, beginning in January 1848, rapidly escalated development. In 1850, Horace Carpentier, Edson Adams, and Andrew Moon laid claim to the Peralta grant that today encompass the area from the Estuary to 14th Street and from Lake Merritt west. They mapped the land area east of Market Street in a grid pattern and began selling lots. In 1852 they incorporated the town of Oakland. An active waterfront, homes, schools, hotels, and saloons soon filled the area.

To the east, the settlements of San Antonio and Clinton were linked with Oakland in 1856 when a bridge was erected over what is now Lake Merritt Channel. Ferry service to San Francisco, initiated in 1854, and the San Francisco and Oakland Railroad began operations along Railroad Avenue (7th Street) from Broadway to the ferry wharf at Oakland Point by 1863. To reach the ultimate terminals in San Francisco, the Central Pacific operated ships and shipyards as well as trains. Entire loaded freight cars were ferried across the Bay from the long wharf - an early form of container service. Rail and water transportation supported intense private industrial development as well: planing mills, shipbuilders, brickyards, foundries, breweries, and many more. The great Victorian residential neighborhoods of West Oakland and San Antonio still bear witness to this boom period.

### Transcontinental Railroad

Completion of the transcontinental railroad in 1869, through the significant efforts of Chinese laborers, raised Oakland to national significance. Temescal and Chabot dams were also constructed

Sketch of Developed Oakland, 1857

Oakland View, 1869





**14th/Franklin Railroad Station, 1920**

by Chinese workers in the late 1890's. By 1880, Oakland had 34,555 residents. The regional railroad yards and shops in West Oakland employed thousands of people. The Pullman company's porters became the core of Oakland's large, early, and influential African American community.

From the earliest activity centers along the waterfront, the original City grew to the north and east. In 1872, the area from 22nd Street to 36th Street was annexed, as was the town of Brooklyn, east of the lake. Farther east, the future neighborhoods of Fruit Vale, Melrose, Fitchburg, and Elmhurst grew as independent settlements. Oakland's Chinatown was located in the 8th Street and Webster area by the late 1870s and grew rapidly after the San Francisco earthquake and fire in 1906. Other annexations took place in 1891 and 1897, thanks in part to the invention of electric street railways that suddenly made it possible to travel "everywhere for a nickel". By 1903 these local railways had been consolidated as the Key System by Francis Marion "Borax" Smith. The construction of Oakland's first skyscraper in 1903 and the election of progressive mayor Frank Mott also signaled Oakland's arrival as a modern metropolis.

### **San Francisco Earthquake**

In the immediate aftermath of the 1906 San Francisco earthquake and fire, over 150,000 people fled to Oakland and camped throughout the city. Many individuals, organizations, and businesses provided food, shelter, and clothing, and many displaced San Franciscans chose to stay. Oakland's population increased from 66,960 in 1900 to 150,000 in 1910, more than doubling in that ten year period. The pre-earthquake infrastructure was ready for this expansion, and the post earthquake boom saw the development of vast new residential neighborhoods east of the Lake, the modern downtown centered on 14th and Broadway, and civic improvements, of which City Hall is only the most notable. In 1909 Oakland annexed the entire hill area and East Oakland from Fruitvale to the present San Leandro border, nearly tripling the city's area. In 1910, after decades of litigation, the City won control of the waterfront from Southern Pacific, and embarked upon Port improvements.

World War I also increased the amount and type of industry in Oakland, especially along the waterfront. In the three years ending in January 1920, the Moore Dry Dock Company produced thirty ships for the war effort. Other plants produced chemicals, canned fruit and vegetables, textiles, and metal products. In 1916 the Chevrolet plant opened in East Oakland, and Oakland began promoting itself as the "Detroit of the West". In Oakland as elsewhere, the 1920 saw an unprecedented boom in industry, commerce, and real estate. The Port undertook major expansions,

**Kaiser Shipyards, 1943**



Oakland Streets, 1940-49



10th/Popular, 1942

and in 1928, the Port of Oakland became an official port of entry to the United States, independent of San Francisco customs officials. The Port also developed Oakland Airport, nationally famous home to aviation pioneers. Prosperity was manifested in factories, movies palaces, and thousands of new bungalows built in East Oakland. Commercial activity in the downtown was vibrant with I. Magnin, Capwell's, and other prominent businesses. Like the rest of the country, Oakland suffered from the Great Depression of the 1930's; federal public works projects included Woodminster Amphitheater and the County Courthouse. In keeping with the social planning of the era, Oakland was first comprehensively zoned in 1935.


### World War II

During World War II, business activity and population in Oakland reached their historic highs. The waterfront was active 24 hours a day with shipbuilding, cargo loading, and military transport. Canned food, clothing, and equipment plants expanded and worked overtime. Oakland's established African American community, living mostly in West Oakland, increased about five-fold with the migration of shipyard workers from the south. Several housing projects were built, and later Campbell Village, Peralta Village, and Lockwood Gardens, were converted for military personnel, as were thousands of private buildings throughout the city. to accommodate the City's growth. Oakland added nearly 100,000 residents between 1940 and 1945, a boom unprecedented in the City's history.

### Postwar Urban Transformations

The end of World War II brought a brief economic boom in the late 1940's and then a decline in both manufacturing activity and population. Postwar housing demand coupled with Federal highway projects spurred suburbanization and the decline of Oakland and many older central cities. Economic and technological changes contributed to the decline of traditional industries that continues to the present. Large-scale changes in retailing as well as freeway construction weakened the business districts along the local arterials.

During the 1960s and 1970s, publicly-sponsored redevelopment projects displaced thousands of residents and businesses, particularly in West Oakland, San Antonio, and downtown. West Oakland in particular, suffered from construction of BART and the freeway system, even though these projects provided the foundation for the reemergence of Oakland as the transportation hub of the East Bay. Meanwhile, the hill areas, which had been largely rural prior to World War II, rapidly



developed with ranch-style and hillside homes. Construction of the BART system in the 1970s improved links to the rest of the region, and provided development opportunities that have been realized in some locations but not others.

### Recent History

Population growth and business activity revived in the 1980s, a trend that is continuing. Immigration of Asian American and Latino populations have breathed new life into commercial areas in the East Lake district and Fruitvale. Chinatown has grown and expanded across Broadway toward Old Oakland, and east toward Lake Merritt. As a result, overcrowding has occurred, primarily in the San Antonio and Fruitvale areas, partly due to larger family sizes and partly due to a lack of adequate housing supply.

Population and investment have grown despite the negative effects of two of the largest natural disasters ever experienced in California -- the 1989 Loma Prieta earthquake and 1991 East Bay firestorm. Over 1,000 single room occupancy units were lost in the downtown due to the earthquake, while over 2700 dwellings were consumed by the fire. Oakland's recovery from these catastrophes is largely complete, with some rehabilitation of historic building still in process in the downtown area.

### The Environment for Planning

Oakland's physical form and social and economic history have bequeathed modern Oaklanders a remarkable variety of working and living environments. Downtown high-rise buildings adjoin well-preserved Art Deco, Beaux Arts, and Victorian designs. Neighborhoods, too, offer variety: urban environments, single-unit and mixed neighborhoods, almost rural lots, and distinctive spaces crafted by artists and adventurers in the industrial areas of the city. While Victorian and Craftsman style homes are often considered the gems of the neighborhoods, they are just samples of Oakland's architectural offerings. Other distinctive housing types include bungalows, ranch houses, period revival cottages and mansions, high-rise luxury apartments and critically acclaimed post-modern homes.

The city's economy, though still offering many challenges for planning and economic development, is as diverse as its population and its built environment. Businesses, from a single person to startups to manufacturing and health corporations employing thousands. Industrial areas house businesses from food processing to printing, machine shops, and wholesalers; districts uniquely

**Sketch of Ship in Harbor, 1968**

**New Downtown Housing, 1997**



## CHALLENGES AND RESPONSES

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The tools to meet the challenges that face the city lie in Oakland's history, the diversity of its people and places, its economy and labor force, and its commitment to sustainable use of resources. It is the opportunity to apply those tools in a systematic manner that defines the underlying value of this document.

The Land Use and Transportation Element of the General Plan presents policies, land use designations, transportation initiatives and implementation strategies that makes this plan unique to Oakland and the challenges it faces in the early decades of the 21st Century. The three sections that follow demonstrate how the Land Use and Transportation Element responds to those challenges.

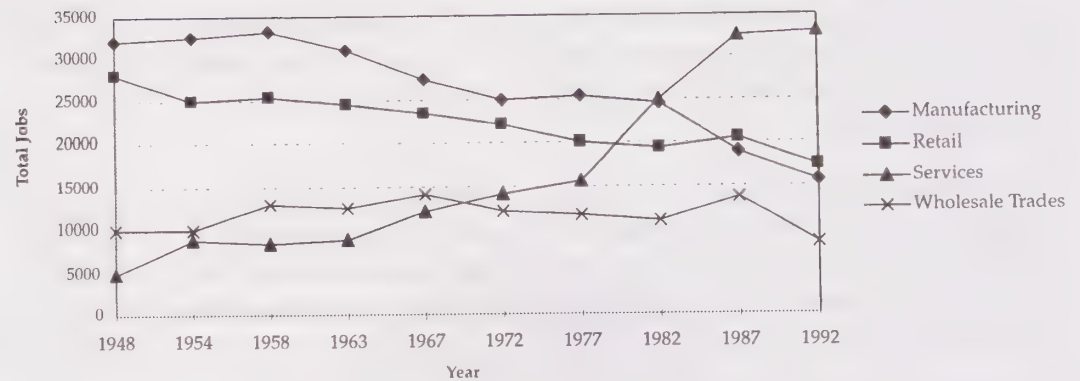
- Economy and Employment
- Population and Housing
- Transportation
- A Livable Oakland

## ECONOMY AND EMPLOYMENT

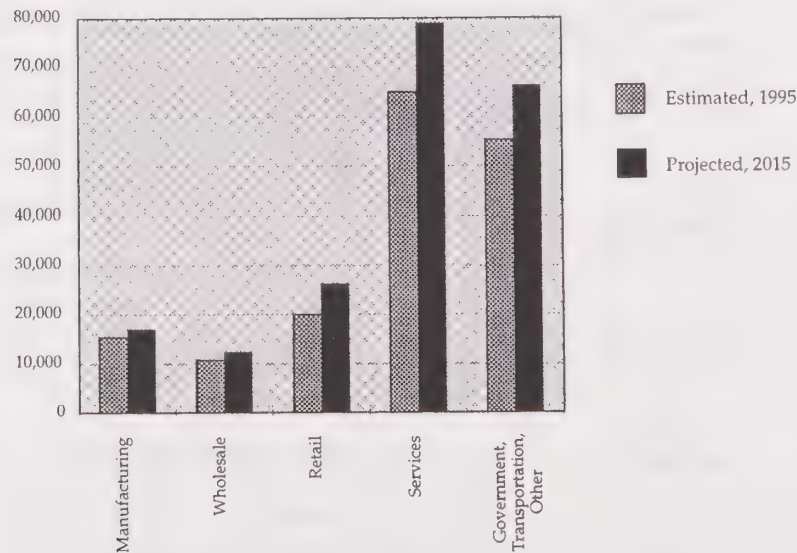
The challenges to Oakland's economy and economic base relate to

- retention and attraction of businesses
- preparing the local work force for evolving employment opportunities
- providing sites and services suitable for both traditional and emerging economic activities

**Oakland Employment Trends , 1948-1992**



**Comparison of Jobs by Employment Sector, 1995-2015**



**Table 1  
Projected Employment Increases, 2015**

	Jobs	% Increase
Manufacturing	17,580	+13%
Wholesale	12,810	+20%
Retail	27,920	+40%
Services	81,910	+26%
Other	68,600	+24%
<b>TOTAL</b>	<b>208,820</b>	<b>25%</b>

- See Area Views in Chapter 4 for details, definitions and sources.

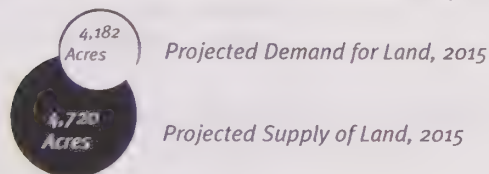
## ECONOMY AND EMPLOYMENT

### Challenges

- I Support Growth in Industry. Support the growth of the Seaport and Airport; transportation, utilities, and communications. Land demand for these types of industrial activities in Oakland is projected to be 4,182 acres, including the airport and seaport.
- I Creation of Flexible Business Areas. Address the region (and nationwide) decline in traditional high wage industrial jobs, with resulting land and building vacancies, and aging infrastructure. Accommodate new industries in which 19% growth is expected in Oakland within the next 20 years (from 37,939 jobs in 1995 to 45,769 jobs in 2015).
- I Accommodate Downtown Employment. Accommodate projections for a 20% increase in service sector employment (health, business, and legal) in Downtown Oakland, from 65,050 jobs in 1995 to 81,910 jobs in 2015.
- I Attract Large Scale Commercial Development. Target, attract and accommodate growth in entertainment, recreation, amusement, hotels, restaurants, and related activities. Capture more local retail dollars by developing a minimum of 251 acres of region-serving shopping areas.
- I Revitalize Local Commercial Areas. Support “Community Commercial” and “Neighborhood Mixed-Use” shopping areas that serve local needs and act as local Activity Centers for Oakland’s diverse neighborhoods.

### General Industry and Transportation

#### Projected Land Use Demand and Supply, 2015



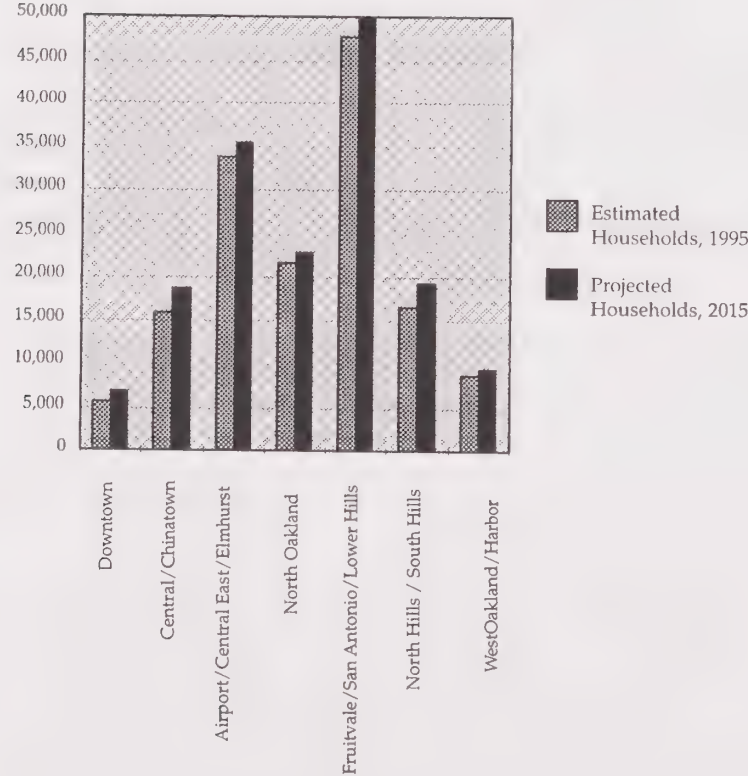
### Responses

- Designating Sufficient Land Supply** Land supply for Industry is projected by the Plan to be 4,720 acres, all of which is located near rail, sea, freeway, and other distribution points near the Port areas. Since Oakland is a built-out City, re-development and reuse of underutilized industrial acreages is critical for continued growth.
- Building Flexibility** Designate 1,660 acres of land with a flexible “Business Mix” classification to accommodate conversion of aging general industry and to embrace emerging industries such as telecommunications, computers, multi-media, environmental technology, and bio-science. Facilitate spin-off, reuse, and reinvestment activities as part of the Seaport and Airport expansion plans.
- Supporting Economic Development Policy** Capitalize on Oakland’s role as the East Bay office and governmental center by designating the entire Central Business District (555 acres) as the highest intensity, most flexible development district, taking advantage of a wide range of transportation access options, including bus, BART, freeway, and intercity rail.
- Defining Commercial Opportunities** Designate 861 acres that have the highest visibility to the “Regional Commercial” land use classification, which targets regional commercial development complimented by smaller retail shops, office, entertainment, hotels, restaurants, and other uses. Identify waterfront locations which can also serve this purpose through the Estuary Plan.
- Concentrating Commercial Activities** Concentrate local retail and shopping areas into “Activity Centers” along major travel corridors such as International Boulevard, San Pablo Avenue, and MacArthur Boulevard, as shown on the Structure Diagram. Refer also to the Area Views of Chapter 4.

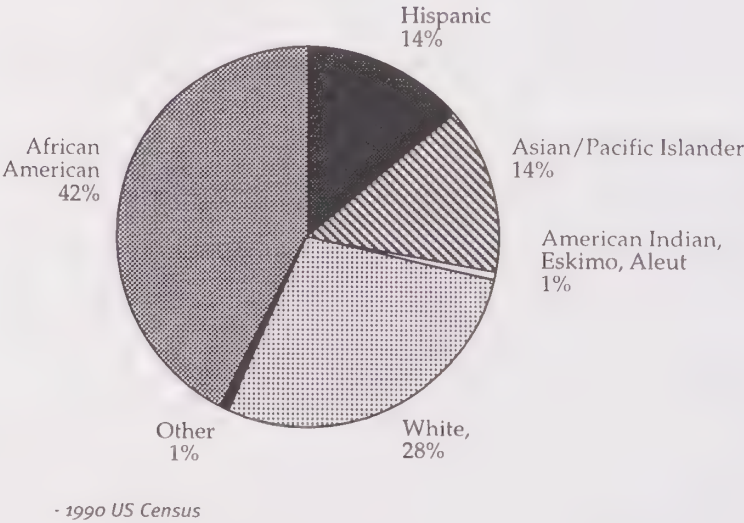


POPULATION AND HOUSING

Growth in Total Households, 1995-2015



Ethnic Profile, 1990



- For sources and detail, see Area Views in Chapter 4

## POPULATION AND HOUSING

### Challenges

- | Oakland's population will increase from 387,950 people in 1995 to 413,170 in the year 2015 (a 7% increase).
- | Recent growth in population has not been accompanied by a comparable level of housing construction, contributing to overcrowding and increased household sizes.
- | Nearly 1,000 single room occupancy (SRO) hotels and other structures were rendered uninhabitable by the 1989 earthquake, and over 2,770 residences were destroyed in the 1991 hill area firestorm.
- | While additional housing is needed in Oakland, established residents tend to challenge most proposals for new or infill housing development near neighborhoods. Similarly, while new or expanded community services, including youth services, elder care, medical facilities, and home care facilities are needed to serve Oakland's increasing population, these types of services are many times unable to find community support for development or expansion.

**Table 2**  
**Population and Households, 1995 and 2015**

	1995	2015	Change
Population	387,900	423,600	35,650
Households	144,000	155,200	11,200
Average Household Size	2.69	2.73	0.04

### Responses

**Directing Growth** The Land Use Element designates over 18,745 acres of residential land for a wide range of housing types and styles. However, most of the 11,200 new households projected to be added in the city of Oakland through the year 2015 will be located on the city's corridors, in Downtown, in Transit-Oriented Districts near BART stations, along the Waterfront, and through infill projects that respect established neighborhood character.

**Accommodating Population Increases** In 1995, 151,230 housing units existed, which is projected to increase to 163,880 units by the year 2015 (an 8% increase). Also average household is projected to decrease over the life of the Elements. The Plan supports addition of an average of almost 600 housing units per year through 2015, compared with about 400 units per year added from 1980 to 1995.

**Responding to Specific Housing Needs** The Element offers and encourages wide flexibility for housing in the Central Business District, and identifies increased housing development and mixed use objectives for the Downtown area. The hill areas are well into the rebuilding process, and will continue to be supported to rebuild at the densities already established.

**Conserving Neighborhoods While Allowing Growth** Conservation of Neighborhoods is a top priority. Land uses, densities, and transportation systems have been planned to support increased development along the corridors, in the downtown, and along the waterfront, while conserving the character of established neighborhoods. These policies show consistency with the Housing Element, the Consolidated Housing Affordability Strategy, and the Historic Preservation Element. Also, the Element commits to establishing and maintaining consistency between the City's General Plan and its Zoning Regulations, to

## TRANSPORTATION

### CHALLENGES

- I Accommodate dramatic increases in shipping and distribution activities in Oakland over the next twenty years.
- I Meet the travel needs of 25% of the Oakland population who have no access to automobiles
- I Influence and ensure effective coordination of the operations and programming efforts of the oakland area's major transportation providers, including the Port of Oakland, Railroads, BART and AC Transit, and Caltrans.
- I Discourage truck operators from parking, loading, and driving on local neighborhood streets.

*"Promote sensible, and environmentally and socially responsible planning."*

*- Community Workshop Participant, 1996*

### RESPONSES

- |  |  |
|--|--|
| <b>Improving Transportation</b>            | Designate the Airport, Seaport, and Coliseum shipping and distribution areas as "Showcases" to highlight their importance to the City's economy.<br>Support key infrastructure and transportation improvements along the I-880 corridor and at the Airport, Seaport, and to and from the Coliseum area that enable efficient regional and worldwide transportation to occur. |
| <b>Creating Alternative Travel Options</b> | As a built-out City, Oakland must strive for sustainable land use and transportation patterns, provide opportunities for intermodal facilities and new transit operations such as light rail or trolley on regional transit streets, and target and carry out key infrastructure improvements that accommodate carpools, bicycles, and pedestrians.                          |
| <b>Ensuring Coordination</b>               | Develop a comprehensive transportation program with strategies and staffing to link the efforts of outside agencies and operators to meet Oakland's needs, including planning for local traffic needs, supporting economic development objectives, increasing opportunities for multi-modal access, and collaboration on creative funding packages.                          |
| <b>Controlling Truck Impacts</b>           | Increase safety and improve everyone's environment by locating businesses which require heavy truck access near established truck routes, in "Business Mix" or "General Industrial/Transportation" areas. Work with the Port and other businesses that employ major truck operators to re-route trucks out of residential neighborhoods.                                     |



## A LIVABLE AND SUSTAINABLE OAKLAND

*“Development should be responsible and contribute to the general welfare and well-being of the City.”*

*- Planning Commissioner  
Linda Bytof, 1996*

Economy and employment, housing and population issues are central to planning decisions and planning documents. But during the course of work on the Land Use and Transportation Element, many more topics were addressed in order to confront the full range of challenges for the City’s future. Overall, the Element’s response to the challenges facing the City is to offer the General Plan as a Guide for a Livable Oakland that facilitates social, economic and environmental sustainability.

### Social Sustainability

Fair Treatment	The Plan strives to assure the fair treatment of people of all races, cultures, incomes and educational levels with respect to the development, implementation, and enforcement of laws, regulations, and policies.
Access	This includes affirmative efforts to inform and involve civic, environmental and community groups in the early stages of planning. Key principles in this Plan encourage development that respects and supports the distinctive neighborhood orientation of Oakland and everyone’s need for access to jobs, housing, services, and recreational areas.
Diversity	Diversity in the built environment that is home to all of Oakland’s people and cultures is desired and supported by this Plan as one of the key qualities that makes Oakland special, attractive, and livable.

### Economic and Environmental Sustainability

Managing Growth	Take advantage of opportunities for infill and transit-oriented development, while conserving established residential neighborhoods, adequate infrastructure, and public services.
Attracting Sustainable Business	Promote development of distinctive, enjoyable and secure neighborhood centers and revitalization of commercial areas and corridors that are economically depressed but have the potential to serve the community’s needs for local goods and services.  Offer a high quality working environment to attract emerging and pro-active industries to Oakland, and pursue clean-up of existing emitting industrial operations.
Achieving Environmental Quality	Expand the network of open space opportunities, as the Open Space, Conservation and Recreation Element of the General Plan directs, to promote conservation of natural resources, improvement of air quality, enhancement of recreation and open space opportunities, assurance of environmental justice and a healthful living environment.









# 2

## POLICY FRAMEWORK

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The Policy Framework was created through a three-year long General Plan Congress and public debate and discussion about Oakland's future. It serves as the basis for both public and private decision making and provides direction for future regulations and investment. The Policy Framework contains two main parts: a description of the "Structure and Identity" of the city and the Policy Framework itself. The "Structure and Identity" section provides a conceptual map -- the "big picture" -- of how the city functions by identifying the major physical features, such as transportation corridors, locations of industry and commerce, and established neighborhoods and activity centers. These features that make up "how the city works" are then addressed in the Policy Framework in five focus areas: Industry and Commerce, Transportation and Transit-Oriented Development, Downtown, Waterfront, and Neighborhoods.

### Chapter Contents

#### **CITY STRUCTURE AND IDENTITY**

OAKLAND SHOWCASES

TRANSIT-ORIENTED DISTRICTS

CORRIDORS

NEIGHBORHOOD ACTIVITY CENTERS

#### **POLICY FRAMEWORK**

INDUSTRY AND COMMERCE (INCLUDES THE Coliseum Area Showcase)

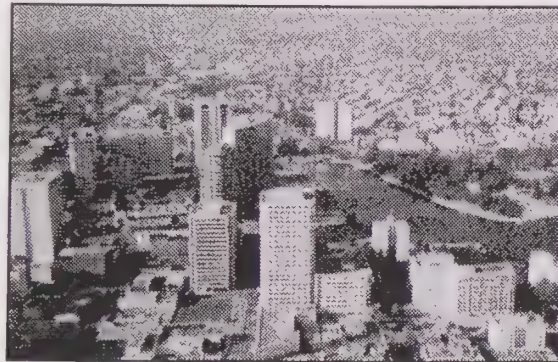
TRANSPORTATION AND TRANSIT-ORIENTED DEVELOPMENT (INCLUDES THE TOD's and Corridors)

DOWNTOWN (INCLUDES THE Downtown Showcase)

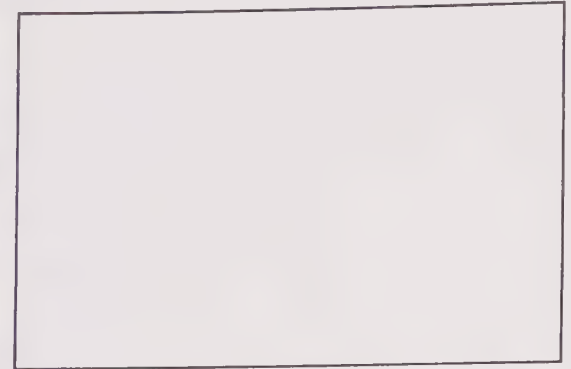
WATERFRONT (INCLUDES THE Seaport and Airport/Gateway Showcases, Mixed Use Waterfront)

NEIGHBORHOODS (INCLUDES THE Neighborhood Activity Centers)

## CITY STRUCTURE AND IDENTITY: OAKLAND'S PLACES



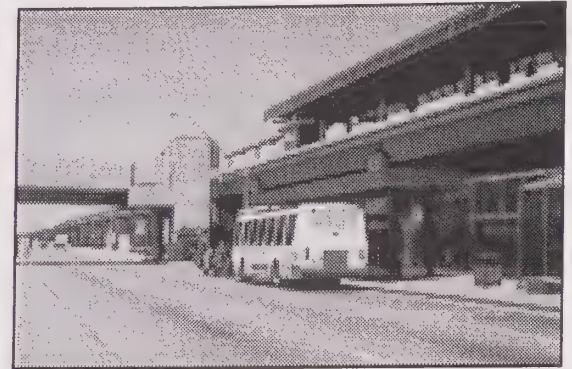
**The Downtown Showcase**



**Grand Lake Activity Center**



**Transportation-Oriented Mixed Use Development**



**Major Corridor with Multi-modal Transit Station**

People who live, work, shop, learn and visit in Oakland all have their unique image of the city, each based on familiar physical, social, and economic patterns. The city's transportation system, its neighborhoods, natural features, and its business districts are the foundations of the Oakland's physical structure and the basis for the pattern of social activity in the city as well. The Land Use and Transportation Elements have diagrammed these activity areas and movement patterns to help explain the structure of the city.

The General Plan Structure Diagram captures that pattern in order to:

- ◆ Illustrate major ideas from the Policy Framework with a conceptual map
- ◆ Provide a “big picture” of how the city works
- ◆ Highlight opportunity areas for economic development to fuel growth
- ◆ Recognize activity centers and districts that have strong positive identity at the time of Element adoption
- ◆ Highlight those locations where area identity needs to be created or improved
- ◆ Create a basis for targeting General Plan implementation strategies to key locations

Four types of features are shown on the City Structure Diagram on the following page, and discussed further in the Policy Framework. They are:

## Oakland Showcases



Oakland’s economic engines form a crescent framing the Bay from the Seaport to the Airport, including Downtown, the Waterfront, the Coliseum, and the Hegenberger Road Gateway leading to the Metropolitan Oakland International Airport. The Policy Framework emphasizes the importance of these districts as dynamic areas that can respond to broad trends and market demands, and it supports their continued growth and their regional importance by designating them as Oakland Showcases. In keeping with the identified “target industries” of the Economic Development Strategy, a vision for the progress of each of the Showcases is included in the Policy Framework sections, as follows:

### **Industry and Commerce Policy Framework**

Coliseum Area Showcase

### **Downtown Policy Framework**

Downtown Showcase

### **Waterfront Policy Framework**

Seaport Showcase

Airport/Gateway Showcase

Mixed Use Waterfront Showcase





In general, the Element supports growth in industry and commerce, providing the flexibility needed to accommodate evolving trends in retailing, entertainment, manufacturing processes and distribution techniques while also resolving long-standing problems relating to conflicts among different land uses.

## Corridors

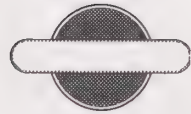


The Policy Framework envisions a transformation of the City's commercial corridors. Historically, many of the corridors have had more important commercial and circulation functions than they do today. While some of the city's corridors remain a vital mix of commercial, housing, and transportation, others are characterized by struggling stores, vacant and dilapidated buildings, safety and image problems, and an absence of pedestrians traffic. These corridors are the target of strategies to concentrate commercial areas into viable "nodes" of activity, rather than lengthy struggling commercial corridors.

The corridors highlighted on the Structure Diagram are those envisioned as mixed-use urban environments with concentrations of commercial and civic uses joined by segments of multifamily housing. This pattern offers several advantages: concentrating business activity to create lively districts where businesses can benefit from proximity to each other, and creating more desirable residential environments. Many of the neighborhood activity centers are located along corridors. The corridors will continue to have important circulation and access functions, and the designation of several of them as transit streets emphasizes the importance of maintaining a choice of travel modes and locating new residential development in close proximity to transit.

Transformation of long-suffering corridors will likely require significant public support. Near-term investment in catalyst projects will help create desirable corridors, neighborhoods and activity centers. Successful publicly-supported projects will help build market support for renovation and production of housing and commercial buildings.

*See also Industry and Commerce Policy Framework, Neighborhoods Policy Framework, Implementation Program*



## Transit-Oriented Districts

Transit-Oriented Districts (TODs) are designated to take advantage of the opportunities presented by Oakland's eight BART stations and Eastmont Town Center, which is served by multiple bus lines. Easy pedestrian and transit access to mixed use development characterizes



these areas. A strong identity is to be created through careful design and mix of activity. Because each location offers unique possibilities, the TODs are discussed individually in the Transportation and Transit-Oriented Development Section.

*See also the Transportation and Transit-Oriented Development Policy Framework*

## Neighborhood Activity Centers

The richness and variety of the City's neighborhoods are depicted on the Structure Diagram in two ways: by identifying housing areas with neighborhood names and by mapping neighborhood activity centers. Activity centers are the focal point of the community and organizing principle of the plan. These areas have or will have diverse business, civic, and social activities supported and strengthened by surrounding housing, that help to form neighborhoods and reflect the distinct identities of Oakland's communities, and assist in efforts to support community governance.

Activity centers, most of which are located along the city's corridors, are particularly well suited for locating community facilities, small open spaces such as public plazas or tot lots, and housing for seniors and others who appreciate easy access to shops, services, and transportation. Pedestrian amenities and public transit service are important components of activity centers, and many are at bus transfer points where there is service on more than one AC Transit line. Together, the pattern of activity centers helps give structure to the whole city. Individually, each plays a major role in giving identity to its surrounding housing areas.

*See also Neighborhood Policy Framework, Land Use and Transportation Plan Diagram, Priority Implementation Program, and Area Views*



## POLICY FRAMEWORK

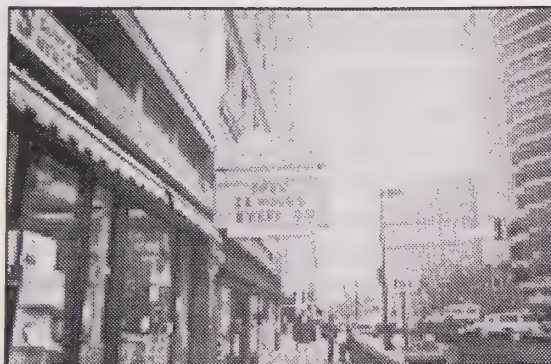
The Policy Framework, created by the General Plan Congress through three years of public debate and discussion about Oakland's future, serves as the city's fundamental basis for both public and private decision-making and provides direction for future regulations and investment. The Policy Framework is the guidepost by which development will be analyzed and reviewed for consistency, and it forms the basis of the Zoning Ordinance. The broadest expression of the Policy Framework is the Congress Vision Statement, just inside the cover. Together with the Goals, Objectives, and Policies, which are the heart of the Land Use and Transportation Element, these provide the foundation for the Strategy Diagram, Transportation Diagram, Land Use Diagram, and Implementation Program.

Early conceptual understanding of the city provided the General Plan Congress with an overall framework for the Goals, Objectives, and Policies that follow. The organization of the section into five "policy areas" is intended to assist in "painting a visual picture" of the city and focusing policy attention on the areas of great opportunity or in the greatest need of attention. These five major areas are:

- ◆ Industry and Commerce
- ◆ Transportation and Transit-Oriented Development
- ◆ Downtown
- ◆ Waterfront
- ◆ Neighborhoods

Policies in these sections are intended to be applied citywide, if relevant, unless their language specifically references one or more areas.

## Industry and Commerce



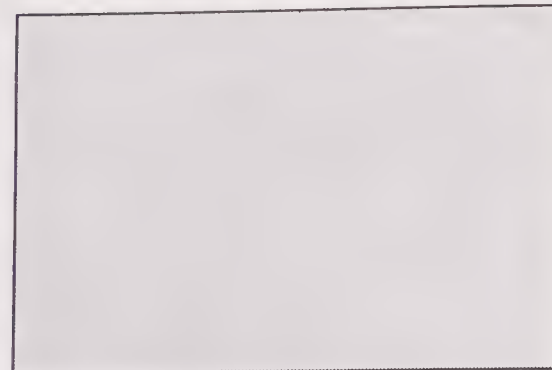
**DeLauer's News Stand in Downtown**



**Con Agra Industries in Fruitvale**



**"Pill Hill" Medical Center Area**



**Port of Oakland**

*"Envision yourself living in a city with a thriving economy and a broad mix of businesses to meet your daily needs. The city's modern infrastructure and favorable business climate have attracted a number of new companies, bringing revenue and jobs. Oakland is an international city, competing in a global economy and forging connections the world over through its economic attractions and diverse population. The industrial areas, built around outstanding port facilities, continue to thrive--with renewed prosperity. Each neighborhood has convenient commercial districts, so residents don't have to travel far to run errands. Larger retail clusters along the freeway offer a wide selection of durable goods, attracting regional consumers to Oakland. And with this added business revenue, the city has been able to expand its services and programs..."*

*"We need an Economic Development Strategy to provide the basis for development of a coordinated and concentrated public investment strategy to support expansion of the economy."*

*- Del Davis, General Plan Congress, 1996*

Oakland's future depends on an ability to foster and sustain continuous economic development success. Strategies and solutions in this part of the Policy Framework seek to promote the revitalization of the local economy in the near term, ensure economic health and expansion potential for the City on a long term basis, and foster the prominent role that Oakland plays within the economy of the Bay Area and as an international city. The city's potential for future economic expansion is furthered by:

- ◆ The presence of an international seaport and airport
- ◆ Tremendous investment in transportation infrastructure including public transit and regional freeway corridors
- ◆ A strong established industrial presence and room to grow
- ◆ Multiple nodes of commercial activity
- ◆ A large consumer market base to support retail development
- ◆ The downtown high-rise office employment hub
- ◆ Sports, entertainment and cultural facilities in the Coliseum Area, Downtown and Mixed Use Waterfront Showcase districts

The City's success in promoting and marketing these assets successfully to residents, businesses and economic investment interests over the next twenty years will determine Oakland's future economic health. The General Plan can play a key role in spotlighting and focusing investment opportunities. The vision for industry and commerce in the city is expressed in the desire to promote or "showcase" key areas of economic success and potential for revitalization, while providing stability to the quilt of neighborhoods which form the fabric of Oakland.

Additionally, Oakland is key to the region's growth. As such, the Element calls for greater regional cooperation and economic development efforts in recognition of the interdependence of cities and suburbs as part of the regional economy. Attenuation of the divisive "zero-sum-game" of economic development patterns is critical in addressing urban disinvestment.

The City's five Showcase districts, presented in the Policy Framework, represent key geographic target areas for economic expansion and are identified by policies in this and other parts of the Policy Framework. The Waterfront section includes discussions of the Seaport, Airport/Gateway and Mixed Use Showcase districts. The Coliseum Area Showcase district reflects commitments to promote expanded job generation and retail opportunities along the I-880 corridor, enhance



regional entertainment and recreation activities already established in the area, and provide expanded visitor services in this important gateway area while promoting revitalization of key industrial/manufacturing land and facilities.

### **Industry and Commerce Goals**

The goals for industry and commerce reflect the desire to respond to Oakland resident's needs for expanded retail and employment training opportunities, and to investment interests in terms of promoting industrial and commercial land as a vehicle of prosperity. The goals are to:

- ◆ Recognize and support industrial and commercial land use as a primary vehicle for the generation of the economic support required for the attainment of the physical, social and community service goals of the Oakland General Plan
- ◆ Strengthen and expand Oakland's diverse economic base through land use and transportation decisions
- ◆ Maximize Oakland's regional role as a transportation, distribution and communications hub
- ◆ Provide increased employment, training, and educational opportunities through land use and transportation decisions
- ◆ Ensure that the Oakland community has access to a wide variety of goods and services, meeting daily and long term needs
- ◆ Create and maintain a favorable business climate in Oakland

The objectives and policies that follow clarify and guide implementation of the goals. These policies include direction to expand the job base and strengthen Oakland's economy through the citywide economic strategy and marketing plan that targets both industries and places in the city. The Policy Framework has influenced and is integrated with several concurrent efforts, such as the City's Economic Development Strategy and activities of the Community and Economic Development Agency (CEDA) Area Teams. The Area Teams' identification of Target Areas will help focus city and private sector markets on targeted locations. (See Area Views in Chapter 4.)

Other objectives and policies in this section call for capitalizing on the city's strength as a regional government and employment center through strategic investment in infrastructure and "catalyst projects". Policies also seek to maximize the utility of underutilized industrial buildings and land

through reparcelization, environmental clean up efforts, and exploring reuse for non-traditional activities. Business attraction and retention through the creation of a friendly business atmosphere is called for, as is expansion of the existing commercial base to provide patrons with wider opportunities to purchase goods and services in Oakland. Recognition of the important role that historic preservation, safe neighborhoods, and viable neighborhood commercial centers play in the overall health of the local economy is reflected in policies which call for strengthening neighborhood commercial areas, and minimizing land use compatibility conflicts at the interface between neighborhood and industrial areas.

### **Objective I/C1**

#### **Expand and retain Oakland's job base and economic strength**

### **Industry and Commerce Objectives and Policies**

*A series of measures for improving Oakland's economic strength is outlined in the Mayor's 1997 Economic Development Strategy for Oakland and is also reflected in this policy framework. Capturing emerging industries such as biotechnology, telecommunications, and computer and multi-media industries is important to Oakland, as are continued efforts to retain and expand jobs for Oakland residents working in employment sectors such as service, retail trade, and manufacturing. In general, the city is striving to attract more jobs in a diverse range of businesses that can capitalize on Oakland's prime location, superior communications infrastructure, multi-modal transportation system and distinctive and attractive neighborhoods.*

#### **Policy I/C1.1 Attracting New Business.**

The City will strive to attract new businesses to Oakland which have potential economic benefits in terms of jobs and/or revenue generation. This effort will be coordinated through a citywide economic development strategy/marketing plan which identifies the City's existing economic base, the assets and constraints for future growth, target industries or activities for future attraction, and geographic areas appropriate for future use and development.

#### **Policy I/C1.2 Retaining Existing Business.**

Existing businesses and jobs within Oakland which are consistent with the long-range objectives of this Plan should, whenever possible, be retained.

#### **Policy I/C1.3 Supporting Economic Development Expansion Through Public Investment.**

The public investment strategy of the City should support economic development expansion efforts through such means as identifying target "catalyst projects" for investment which will support the employment or revenue base of the city, and providing infrastructure improvements to serve key development locations or projects which are consistent with the goals and objectives of this Plan.

**Policy I/C1.4 Investing in Economically Distressed Areas of Oakland.**

Economic investment, consistent with the City's overall economic strategy, should be encouraged, and, where feasible, should promote viable investment in economically distressed areas of the City.

**Policy I/C1.5 Using City-Owned Property to Stimulate Economic Development.**

City-owned properties should, where feasible, be utilized to stimulate economic development activities or serve as catalysts to such efforts.

**Policy I/C1.6 Promoting Downtown as a Regional "Hub".**

Downtown Oakland should be promoted as a regional "hub" for government, services, high technology, and institutional uses.

**Policy I/C1.7 Developing Administrative Policies.**

City departments should develop and maintain administrative policies and procedures which encourage and facilitate the establishment of new economic development consistent with General Plan goals, objectives, and policies.

**Policy I/C1.8 Providing Support Amenities Near Employment Centers.**

Adequate cultural, social, and support amenities designed to serve the needs of workers in Oakland should be provided within close proximity of employment centers.

**Policy I/C1.9 Locating Industrial and Commercial Area Infrastructure.**

Adequate public infrastructure should be located within existing and proposed industrial and commercial areas to retain viable existing uses, improve the marketability of existing vacant or underutilized sites, and encourage future use and development of these areas with activities consistent with the goals of this Plan.

**Policy I/C1.10 Coordinating City and Port Economic Development Plans**

The City and Port should mutually develop and implement a coordinated plan-of-action to support all airport and port related activities which expand the local or regional employment or revenue base.

**Policy I/C1.11 Expanding Job Training Opportunities.**

The City should expand and coordinate job training opportunities for Oakland residents by supporting programs sponsored by the Oakland Unified School District, local community colleges, the Port of Oakland, and other educational institutions or vocational training establishments.



**Objective I/C2**

**Maximize the usefulness of existing abandoned or underutilized industrial buildings and land**

*Some older industrial buildings or sites no longer serve businesses efficiently. Efforts by both the City and the private sector are required to rehabilitate and/or modernize these locations so they can contribute to their immediate surroundings and to the community as a whole.*

**Policy I/C2.1 Pursuing Environmental Clean Up.**

The environmental cleanup of contaminated industrial properties should be actively pursued to attract new users in targeted industrial and commercial areas.

**Policy I/C2.2 Reusing Abandoned Buildings.**

The reuse of abandoned industrial buildings by non-traditional activities should be encouraged where the uses are consistent with, and will assist in the attainment of, the goals and objectives of all Elements of the Plan.

**Policy I/C2.3 Providing Vacant or Buildable Sites.**

Development in older industrial areas should be encouraged through the provision of an adequate number of vacant or buildable sites designated for future development.

**Objective I/C3**

**Ensure that Oakland is adequately served by a wide variety of commercial uses, appropriately sited to provide for competitive retail merchandising and diversified office uses, as well as personal and professional services**

*Oakland has a rich and diverse range of neighborhood commercial centers, which serve the local needs of residents, business, and visitors. Some commercial centers are in need of assistance and some neighborhoods have no viable commercial activity at all. Community- and region-serving retail businesses have been under-represented in Oakland. The Element envisions an increase in shopping opportunities so that Oakland can capture an appropriate share of spending dollars and provide convenient, quality shopping for residents and workers. (See also Neighborhood Policies)*

**Policy I/C3.1 Locating Commercial Businesses.**

Commercial uses, which serve long term retail needs of regional consumers and which primarily offer durable goods, should be located in areas adjacent to the I-880 freeway or at locations visible or amenable to high volumes of vehicular traffic, and accessible by multiple modes of transportation.

**Policy I/C3.2 Enhancing Business Districts.**

Retain and enhance clusters of similar types of commercial enterprises as the nucleus of distinctive business districts, such as the existing new and used automobile sales and related uses through urban design and business retention efforts.

**Policy I/C3.3 Clustering Activity in “Nodes”.**

Retail uses should be focused in “nodes” of activity, characterized by geographic clusters of concentrated commercial activity, along corridors that can be accessed through many modes of transportation.

**Policy I/C3.4 Strengthening Vitality.**

The vitality of existing neighborhood mixed use and community commercial areas should be strengthened and preserved.

**Policy I/C3.5 Promoting Culture, Recreation, and Entertainment.**

Cultural, recreational and entertainment uses should be promoted within the Downtown, particularly in the vicinity of the Fox and Paramount Theaters, and within the Jack London Square area.

**Policy I/C3.6 Expanding Private Business and Government in Oakland.**

The City should encourage the expansion of private business services and government sectors within Oakland.

**Objective I/C4**

**Minimize land use compatibility conflicts in commercial and industrial areas through achieving a balance between economic development values and community values**

*Some areas of the City have established land uses that have difficulty co-existing as good neighbors (for example, a manufacturing business located next door to a residence). One of this Element’s innovations is the establishment of Housing and Business mix areas that recognize that some businesses can co-exist with adjoining housing, while others cannot. The land use classifications in Chapter 3 provide additional detail.*

**Policy I/C4.1 Protecting Existing Activities.**

Existing industrial, residential, and commercial activities and areas which are consistent with long term land use plans for the City should be protected from the intrusion of potentially incompatible land uses.

**Policy I/C4.2 Minimizing Nuisances.**

The potential for new or existing industrial or commercial uses, including seaport and airport activities, to create nuisance impacts on surrounding residential land uses should be minimized through appropriate siting and efficient implementation and enforcement of environmental and development controls.

**Objective I/C5**

**The economic utility, employment generation, and citywide benefit of military facilities closed by the Federal Government should be maximized**

*The Fleet Industrial Supply Center (FISC) has been closed, and future use of this area has been established. However, the Oakland Army Base and Oak Knoll Naval Hospital will be closed and available for reuse under the auspices of the Federal Government and the Oakland Base Reuse Authority. Future use of each of these areas is undergoing separate planning processes. As a first step, the General Plan sets out a broad framework intended to maximize the benefits of these reuse areas for the entire City of Oakland. As a result of the outcome of these individual planning processes, the General Plan may need to be amended to reflect these more specific planning studies.*

**Policy I/C5.1 Planning for Military Base Reuse.**

Plans for the reuse of military bases should encourage activities which provide economic development expansion opportunities for the City.

**Policy I/C5.2 Planning for the Fleet Industrial Supply Center.**

The reuse of the waterfront portions of the Fleet Industrial Supply Center should emphasize maritime, rail , and open space related activities.

**Policy I/C5.3 Planing for the Army Base.**

Land reuse plans for the Oakland Army Base site shall encourage activities that will result in expanded employment opportunities and revenues for the city and the West Oakland community.

**Policy I/C5.4 Planning for Oak Knoll.**

The formulation of a reuse plan which incorporates a mixture of land uses or density patterns should be encouraged for the Oak Knoll Naval Hospital site.



## COLISEUM AREA SHOWCASE

Visitors from throughout Northern California come to Oakland to watch the Athletics, the Raiders and the Warriors at the Oakland-Alameda County Coliseum Complex. The freeway system, BART, local streets and AC transit together provide capacity for tens of thousands of people to attend Coliseum Complex events. In addition to professional sporting events, the arena hosts events as varied as the Ice Capades and the Grand National Roadster Show. Increasing the Coliseum area's attractiveness to visitors by providing shopping, dining, and recreation is an objective of the General Plan.

### Facts and Figures

Owned and operated by the Oakland-Alameda County Stadium Joint Powers Authority, the Coliseum Complex hosts over 250 events in a typical year, with total attendance exceeding 2,500,000 persons. A pedestrian connection to BART's Fremont line as well as immediate access to I-880 and a parking lot with approximately 9,500 spaces handle the job of getting people to and from the Coliseum complex.

A renovation of the Coliseum is under way (1996-1997) to increase seating and amenities, as well as to add space for eating-and-drinking places, clubhouses, and retail shops. The new Oakland Arena will provide seating for 19,200 fans.

Regional commercial uses relying on freeway visibility and easy auto access are already in place west of the Coliseum. Large parcels on both sides of the I-880 Coliseum exit are available for development in 1997. East of the Coliseum, the BART station is located along the industrial belt paralleling the San Leandro Street corridor. All of these areas are part of the Coliseum Redevelopment Area, originally established in 1984 to advance the objective of alleviating blight and accomplishing other City goals.

### Vision for the Future

The number of visitors that come to the Coliseum, its excellent transportation access and the availability of land nearby combine to offer a superb prospect for the area's future as a regional center of entertainment and commercial recreation. The General Plan envisions the Coliseum

Complex at the center of a regional shopping, entertainment and recreation district. Shops and restaurants will be mixed with movies and places for fun and recreation, encouraging Coliseum patrons to stay in the district for more than just The Event, and adding life to the area when the complex is not in use.

Connections between the Coliseum Area Showcase and the Airport Gateway Showcase will benefit both areas for business and tourism, but linkages to the waterfront will enable residents access to the shoreline. Linkages between the Coliseum and Airport, and the Coliseum and Waterfront are critical to the future economic potential of this area., and a special plan is needed to guide development of the coliseum Showcase to maximize its potential. The BART connector from the Coliseum to the Oakland Airport is a future transportation project that could provide an efficient link between these two regional centers (for more information, see the discussion of Regional Access in the Transportation Improvements section of Chapter 3). The Hegenberger Road corridor is one of just a few locations in the City where the Element supports addition of visitor-serving businesses. Restaurants and hotels along Hegenberger Road as well as in proximity to the airport, will increase destination choices for visitors to the Coliseum Area and to the waterfront.

However, success in achieving the Element's vision for the Coliseum Area Showcase will bring with it the potential for impacts on surrounding neighborhoods. Creating a successful regional entertainment district will require that the City work with area businesses and residents to manage impacts relating to parking, local street traffic, noise, and night lighting. Improvement of facilities for bicyclists and pedestrians can help to alleviate some congestion and provide alternative access routes.

### **Achieving the Vision**

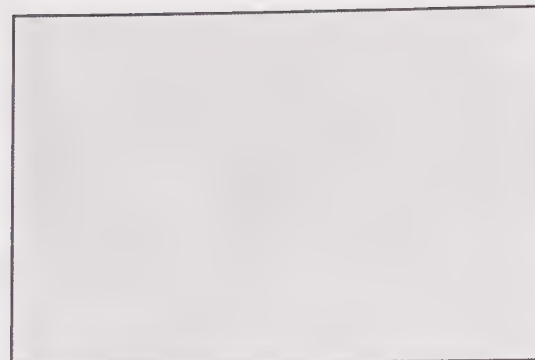
The Coliseum Area Showcase is at the center of the City's largest concentration of regional commercial uses. Redevelopment powers and other public investment will help to spur the transition of the area from its current mix of relatively low-intensity uses to a consistently higher-intensity environment designed to attract residents and visitors.

As reflected by the Regional Commercial Land Use classification, development in the Coliseum Area Showcase is intended to be large-scale. While the types of uses envisioned are most often associated with auto access, the Coliseum BART station provides a great opportunity to provide rail access (perhaps linked with a district shuttle) to Regional Commercial uses.

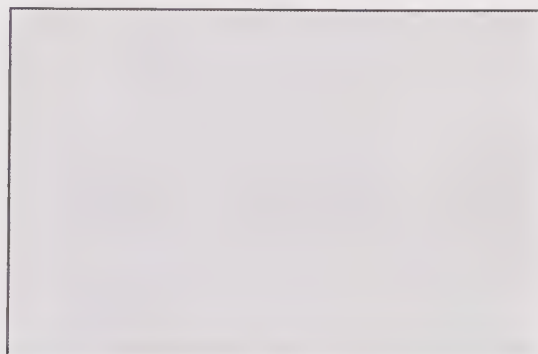
## Transportation and Transit-Oriented Development



Railroad service through the Jack London District



Bicycle Facilities Downtown



The MacArthur "Maze"



A Ferry at the foot of Broadway

*Envision yourself going easily to almost any place in the Bay Area. Careful coordination of the region's many transportation systems-- rapid transit, passenger rail, ferry, bus, and freeway--has made it easier for commuters and travelers. Getting around Oakland is an even simpler task--residents can now hop on bus, light rail, trolley, or shuttle to reach their desired destinations. Streets and land development patterns have been redesigned with pedestrians and bicyclists in mind, making Oakland a safer place to live. The seaport and airport are thriving, high volume carriers of goods and passengers to and from national and international destinations. Meanwhile, higher-density housing and commercial uses have been concentrated around public transportation centers, forming the nucleus of neighborhoods of the future.*



## Transportation and Transit-Oriented Development Goals

*“Oakland needs a Transportation Plan!”*  
- Marguerite Fuller, General Plan Congress, 1995

Oakland is at the convergence of local, regional, and worldwide routes. The majority of these systems are owned, maintained, operated by other agencies: Freeways (Caltrans); Bus and BART lines (AC Transit and BART); Seaport and Airport (Port of Oakland); and rail lines (Railroads). Oakland only directly controls local road and infrastructure improvement. The role of the Element is to guide and influence the actions of these many agencies to ensure that transportation concerns are addressed to improve Oakland’s economy, accessibility, and future prospects.

The Policy Framework for transportation and transit-oriented development reflects the many roles the transportation system has in contributing to the City’s economy, its form, and the mobility of its residents and workers. Goals include:

- ◆ **Capitalize on our location:** Take full advantage of Oakland’s position as a major West Coast transportation hub
- ◆ **Integrate land use and transportation planning:** Integrate transportation and land use planning at the neighborhood, city and regional levels by developing transit oriented development, where appropriate, at transit and commercial nodes
- ◆ **Reduce congestion:** Reduce congestion and improve traffic flow by developing an integrated road system and traffic demand management system that provides an appropriate mix of mobility and accessibility throughout the city
- ◆ **Promote alternative transportation options:** Reduce dependency on the automobile by providing facilities that support use of alternative transportation modes
- ◆ **Find funding:** Program and provide adequate funding for needed transportation facilities and services, and related investments
- ◆ **Safety:** Provide safe streets
- ◆ **Improve the environment:** Improve air quality and reduce exposure to traffic noise

These goals are briefly discussed in the context of the policy themes for transportation, below.

### Regional and Worldwide Transportation Hub

As a regional transportation hub, Oakland can capitalize on its well-located Port facilities and transportation networks. The City will continue to work with the Port of Oakland and transportation carriers to maintain and upgrade cargo and freight-handling facilities and systems to meet future market demands. The policy framework calls for supporting the Port of Oakland’s

efforts to compete as a primary port of call in the West Coast shipping industry and to expand the carrying capacity of the airport, with an emphasis on reducing truck traffic and parking in nearby residential areas.

### **Integrated Transportation Network**

While Oakland is a largely built-out city, there are opportunities for development of a better integrated road system and increased mobility for residents, business, and visitors. Chapter 3 of the Element identifies the projects the City proposes to undertake in the coming decades to improve the transportation network. The Policy Framework suggests a hierarchical network of roads and public transit corridors that will accommodate the desired level of growth and development in Oakland. The City intends to promote and participate in both local and regional strategies to manage traffic supply and demand where unacceptable levels of service exist or are forecast to exist. In a few areas of the City, such as downtown and near neighborhood activity centers, pedestrian traffic flow should take precedence over the traffic flow of automobiles.

### **Encouraging Alternative Means of Travel**

A key challenge for Oakland is to encourage commuters to carpool or use alternative modes of transportation, including bicycling or walking. The Policy Framework proposes that congestion be lessened by promoting alternative means of transportation, such as transit, biking, and walking, providing facilities that support alternative modes, and implementing street improvements. The City will continue to work closely with local and regional transit providers to increase accessibility to transit and improve intermodal transportation connections and facilities. Additionally, policies support the introduction of light rail or trolley buses along appropriate arterials in heavily traveled corridors, and expanded use of ferries in the bay and estuary.

### **Finding Funding for Improvements**

Oakland needs funding for transportation facilities and services. As a regional transportation center, regional support is needed to enable continuous upgrades and maintenance of the transportation system. While some transportation improvements can be realized as part of development agreements with large scale builders, in many instances the transportation network improvements needed in Oakland have a much greater scope than one project is able to, or should,

support. For this reason, Oakland needs to leverage local funds and aggressively compete for grants, matching funds, and other types of support for infrastructure improvement and maintenance.

### **Working to Increase Safety**

As a city of neighborhoods, Oakland must provide safe access to commercial uses, recreational facilities, and local services. Many residents express concern about speeding traffic in their neighborhoods. In response, the City has spent the last two years researching and instituting a number of traffic calming methods. The Policy Framework suggests that the City continue its efforts to slow traffic. Oakland will also strive to make all of its streets bicycle and pedestrian friendly, while balancing the need to transport goods through town and allow for the passage of emergency vehicles. The primary aim of the section is toward maximizing use of the existing transportation infrastructure while achieving greater safety.

### **Improving the Environment**

Air quality and the noise impacts of vehicles are issues for every city in the Bay Area region. For over three decades, federal, state and regional agencies have been working to improve our air quality and reduce noise levels. Air quality is addressed in policies in the Open Space, Conservation and Recreation Element, and the City 's Noise Element considers noise issues and policies. The Element's integrated approach to a sustainable land use and transportation pattern supports environmental protection goals.



*Oakland is the transportation hub of the East Bay. Local, regional, national, and international routes converge in Oakland, offering a wide range of destinations and transportation options. These features reaffirm the City's role as a regional center and boost its efforts to attract new businesses. By addressing future development in relation to the transportation network, Oakland will be more able to meet the transportation needs of business, the community, and visitors. As the operator of the seaport and airport, the Port of Oakland plays a significant and unique role in the planning, development, and implementation of many projects within Port jurisdiction.*

*I-880 serves as the primary regional facility for goods movement, particularly since trucks are prohibited on highway I-580 through Oakland. Proximity to the seaport, airport and the City's industrial areas combine to give the I-880 corridor the highest percentage of trucks on Oakland freeways despite high levels of congestion in the corridor, since trucks lack alternative routes. See Seaport and Airport/Gateway Showcases in the Waterfront section of this chapter and the description of Transportation Plan projects in Chapter 3, for further discussion.*

## **COMMERCIAL VEHICLE, RAIL, SHIP, AND AIR TRANSPORTATION**

### **Objective T1**

**Provide adequate infrastructure and land for the needs of rail, shipping, commercial and manufacturing uses, balancing this need with those of surrounding residential neighborhoods.**

#### **Policy T1.1 Supporting the Port.**

Support the Port of Oakland's efforts to compete as a primary Port of Call for the West Coast shipping industry.

#### **Policy T1.2 Improving Transportation Links.**

Improve all types of transportation links, including the Air BART shuttle service, between the Airport and business and neighborhood activity centers in the City.

#### **Policy T1.3 Expanding Airport Capacity.**

Expand the passenger and cargo handling capacity of the Oakland International Airport.

#### **Policy T1.4 Marketing Oakland.**

Encourage, promote, and support region-serving business, tourism industries, and businesses related to the transportation industry, to locate or relocate to Oakland.

**REDUCE TRUCK IMPACTS****Objective T1.5**

**Reduce truck traffic impacts on residential neighborhoods**

*Many industrial activities that need trucking services are located adjacent to residential areas. Impacts such as noise, odor, and parking congestion due to trucks directly affect residents' quality of life.*

**Policy T1.5 Locating Truck Services.**

Truck services should be concentrated in areas adjacent to freeways and near the seaport and airport, while ensuring the attractiveness of the environment for visitors, local business, and nearby neighborhoods.

**Policy T1.6 Designating Truck Routes.**

An adequate system of roads connecting port terminals, warehouses, freeways and regional arterials, and other important truck destinations should be designated. This system should rely upon arterial streets away from residential neighborhoods. (See the Truck Route Diagram in Volume II of the Land use and Transportation Element).

**Policy T1.7 Routing Freeway Construction.**

New or expanded freeway construction should be routed through areas containing land uses which can tolerate any anticipated future noise impact, and/or incorporate special design features or traffic controls which will offset the impact.

**Policy T1.8 Re-routing and Enforcing Truck Routes.**

The City should make efforts to re-route truck traffic away from neighborhoods, wherever possible, and enforce truck route controls.

*Transportation and land use patterns are integrally linked. In general, high density development tends to encourage the use of public transit while lower densities encourage auto use, including carpools. Where people can live close to their jobs and other destinations, bicycling and walking become viable travel modes. The physical layout of commercial districts can promote or discourage pedestrian-oriented shopping. Concentrating high density residential and mixed use development along transit corridors and at BART stations can help to promote the use of public transit, which in turn can make such developments viable. Industrial and shipping activities work best when they have good access to regional freeway and rail.*

**Policy T2.1 Encouraging Transit-Oriented Development.**

Transit-oriented development should be encouraged at existing or proposed transit nodes, defined by the convergence of two or more modes of public transit such as BART, bus, shuttle service, light rail or electric trolley, ferry, and inter-city or commuter rail. (The vision for each of Oakland's BART Stations is discussed on the next pages).

**INTEGRATING TRANSPORTATION AND LAND USE PLANNING****Objective T2**

**Provide mixed use, transit-oriented development that encourages public transit use and increases pedestrian and bicycle trips at major transportation nodes.**

## TRANSIT-ORIENTED DISTRICTS

After seeing the region expand through suburbanization of jobs and housing in the post-war period, many people are rethinking how communities are designed, with respect to where we live, where we work, and how we get around. One planning concept, transit-oriented development (TOD), takes advantage of fixed transportation systems and provides the means to integrate transit and land use planning. The General Plan envisions a future city pattern in which each of the BART Stations is at the center of a mixed-use transit-oriented district that relates the station site to surrounding activities.

This section discusses the opportunities provided at each BART Station location, as well as at the Eastmont Town Center, a site with tremendous opportunities for reuse and intensification that has a high level of service provided by AC Transit. The draft policies propose that transit districts consist of mixed-use developments in a pedestrian-oriented setting. These communities would house a variety of commercial uses to include residential uses with structured parking, encourage both day and night activities, provide additional public space, and strengthen surrounding neighborhoods.

### **Downtown TODs: 12th and 19th Street BART Stations**

The 12th and 19th Street BART stations help define the Broadway spine, the highest-intensity business district in Oakland. The transportation capacity provided by BART is critical to making possible the density and variety of development envisioned by the General Plan (see also Downtown Showcase in the Downtown section in this chapter). Increased variety and intensity of activity in the City Center and Kaiser Center areas, and the Uptown Retail/Entertainment district will all take advantage of BART access. Mixed use commercial, office, and residential development will all be welcome in the Downtown TODs, provided that uses and development standards reinforce the area's urban quality, pedestrian-friendly nature, and access to BART stations.

The 12th and 19th Street TODs each have a distinct flavor, which will be enhanced with completion of buildings now under construction, reuse of now-vacant space, and future projects. At 12th Street, the City Center district is the seat of government, and home to many service and professional businesses. As a transportation hub, 12th Street is a major transfer point for regional and intercity travelers as well as those with local destinations. At 19th Street the emphasis is on



corporate headquarters, occupying a mix of historic buildings and more contemporary architecture and an overall environment that benefits from proximity to Lake Merritt.

#### **Lake Merritt BART Station**

The Lake Merritt BART station serves a concentration of government offices, cultural, and institutional users -- Laney College, the Oakland Museum, Henry J. Kaiser Convention Center, BART and MetroCenter offices, as well as nearby Chinatown destinations. In 1997 there are few development sites near the station, but intensification of activities would be welcome and consistent with the objectives of the General Plan. The Laney College parking lot offers a potential development site that might help to create a Transit Oriented District at Channel Park, as described in the Policy Framework for Downtown.

#### **Fruitvale BART Station**

Located at the heart of Oakland's most ethnically diverse district, the Fruitvale BART Station is envisioned as a "Transit Village": a catalyst for community revitalization, that provides a variety of retail opportunities, housing, and community services. This vision is the product of a long-time collaborative effort led by the Spanish Speaking Unity Council that includes residents, community groups, BART, and City of Oakland staff, who have worked together to assemble the plan and financing for the new development. A fine grain of moderate-density residential uses adjoin the site of the Transit Village to the east and support the businesses along International Boulevard (E. 14th Street), which is designated as a Regional Transit Street to support the provision of light rail or electric trolley buses. New development at the Transit Village will improve the connection between existing transit service and the commercial core of the neighborhood and provide a focal place for cultural events, shopping and business opportunities, as well as a variety of new moderate density housing types.

#### **Coliseum/Airport BART Station**

The Coliseum/Airport BART station is at the edge of two districts: neighborhoods of largely single-family homes, and the Coliseum Area Showcase. The station's varied transportation users--East Oakland residents and workers, Coliseum patrons, and Oakland International Airport users and airport employees-- reflect the diversity of its surroundings. The station itself is currently constrained by a difficult site, with railroad tracks and elevation changes limiting easy improvements. However, in the future the railroad right-of-way may become available and could provide additional access options for this Transit-Oriented District. The transit-oriented district should aid the transition between neighborhoods and the regional

attractions at the Coliseum/Airport and vicinity. Any new land uses that capitalize on the station's location and ridership must be designed to be compatible with adjoining housing. The Coliseum/Airport BART Station is also designated a Maximum Access Station for BART (MAS: a station that provides maximum customer access to parking, intermodal transit connections, taxi and shuttle services, and joint development opportunities). Opportunities to better link the Station with the Oakland Airport (see Chapter 3 for a discussion of the future BART/Oakland Airport Connector project), and to create an intermodal center with the Capitol Corridor train (intercity rail between Sacramento and San Jose, with stops) should be capitalized upon.

#### **MacArthur BART Station**

MacArthur BART is uniquely situated as the central hub and transfer point of the BART system, with trains arriving and departing to destinations around the Bay Area. Four major arterials are adjacent to the station -- Telegraph Avenue, MacArthur Boulevard, 40th Street, and Martin Luther King, Jr. Way, that support local traffic and commerce. As the central hub, MacArthur BART has been proposed as a Maximum Access Station, a designation that must complement the type and density of uses in the surrounding development area, now characterized by mixed housing types and neighborhood-serving retail uses. Proposals to "open up" the Station entrance on the Martin Luther King Jr. Way side of the site are also being explored by BART and citizens concerned about providing safe and convenient access for Martin Luther King Jr. Way businesses and residents. New development around the station should capitalize on its maximum access potential to create business and residential revitalization, enhance the safety of the neighborhood, provide secure parking, improve station access, and encourage pedestrian activity and the use of public transportation.

#### **Rockridge BART Station**

The Rockridge neighborhood is an outstanding example of a Transit-Oriented District, with College Avenue as its spine. The mixed-housing type neighborhood benefits from BART and north/south bus service connecting to Downtown Oakland, San Francisco, UC Berkeley and commercial and housing destinations. Small-scale shops, services, and restaurants all contribute to a lively and very walkable environment. This area should continue to develop as a mixed use area supporting increased housing and commercial opportunities. Significant change to the BART station, area densities or land uses are not expected over the life of the General Plan.

**West Oakland BART Station**

West Oakland BART is uniquely situated as the first station linking San Francisco and Oakland, and the only station serving four BART routes. The Station also has a possible future connection to the Capitol Corridor train, if funding becomes available. While the station area has primarily served commuter travel and parking needs, an increased intensity of use is expected upon completion of the new Cypress Freeway and removal of the former freeway. The West Oakland community is in discussion about how best to use the area vacated by the former Cypress and to capitalize on the anticipated beautification of the nearby Mandela Parkway corridor. Development of a Mandela Parkway “Transit Village” with retail stores and vital community services has been promoted as a possible option, combining provision of much needed services with the revitalization of the 7th Street corridor near the Station. The South Prescott neighborhood would be strengthened by the addition of compatible housing nearby.

**Eastmont Town Center**

The Eastmont Town Center area offers an exciting opportunity for the creation of a mixed-use living and working environment since it is well located on a Regional Transit Street to become a transit-oriented district. Several major transit lines and corridors of the transportation network meet at Eastmont Town Center, and revitalization plans are assessing how best to include and encourage use of multi-modal access to the site. The 73rd Avenue arterial offers a direct route to the Coliseum area, I-880, and the Airport, while cross-town routes such as MacArthur Boulevard, Foothill Boulevard, and Bancroft Avenue also serve the site from the Elmhurst and Fruitvale neighborhoods. The addition of well-designed, generously landscaped, and compatible housing and neighborhood services to the mall area would strengthen this neighborhood and provide a revitalized activity center for the wider East Oakland area.



*“The time factor to get from Point A to Point B is critical...we need to see a clear picture of how we can improve transportation.”*

*- Sylvester Grisby, General Plan Congress, 1997*

## TRANSPORTATION NETWORKS

### Objective T3

**Provide a hierarchical network of roads that reflects desired land use patterns and strives for acceptable levels of service at intersections.**

#### **Policy T2.2 Guiding Transit-Oriented Development.**

Transit-oriented developments should be pedestrian oriented, encourage night and day time use, provide the neighborhood with needed goods and services, contain a mix of land uses, and be designed to be compatible with the character of surrounding neighborhoods.

#### **Policy T2.3 Promoting Neighborhood Services.**

Promote neighborhood-serving commercial development within one-quarter to one-half mile of established transit routes and nodes.

#### **Policy T2.4 Linking Transportation and Economic Development.**

Encourage transportation improvements that facilitate economic development.

#### **Policy T2.5 Linking Transportation and Activities.**

Link transportation facilities and infrastructure improvements to recreational uses, job centers, commercial nodes, and social services (i.e., hospitals, parks, or community centers).

*In general, local traffic in Oakland flows relatively smoothly, although some locations experience back-ups at certain times of day and freeways are often congested at peak hours. To promote alternative forms of transit, measures will be needed to ensure that buses, carpools, and bicycles can travel to their destinations with a minimum of delay. However, care must be taken to ensure that measures to reduce congestion do not inadvertently encourage the use of single occupant vehicles. In addition, a certain level of traffic congestion may be desirable in some locations to slow traffic and promote a more bicycle and pedestrian oriented environment. Projects to meet the objectives of this section are identified in Chapter 3.*

#### **Policy T3.1 Defining Transportation Hierarchies.**

The City should define a hierarchical network of public transit corridors.

#### **Policy T3.2 Promoting Strategies to Address Congestion.**

The City should promote and participate in both local and regional strategies to manage traffic supply and demand where unacceptable levels of service exist or are forecast to exist.

#### **Policy T3.3 Allowing Congestion Downtown.**

For intersections within Downtown and for those that provide direct access to Downtown locations, the City should accept a lower level of service and a higher level of traffic congestion than is accepted in other parts of Oakland. The desired pedestrian-oriented nature of

Downtown activity and the positive effect of traffic congestion in promoting the use of transit or other methods of travel should be recognized.

**Policy T3.4 Encouraging New Technologies.**

The City should encourage the use of new technologies in traffic control devices to maximize efficiency of car, bicycle, and pedestrian traffic.

**Policy T3.5 Including Bikeways and Pedestrian Walks.**

The City should include bikeways and pedestrian walks in the planning of new, reconstructed, or realigned streets, wherever possible.

**Policy T3.6 Encouraging Transit.**

The City should encourage and promote use of public transit in Oakland by expediting the movement of and access to transit vehicles on designated “transit streets” as shown on the Transportation Plan. (Policies T3.6 and T3.7 are based on the City Council’s passage of “Transit First” policy in October 1996.)

**Policy T3.7 Resolving Transportation Conflicts.**

The City, in constructing and maintaining its transportation infrastructure, should resolve any conflicts between public transit and single occupant vehicles in favor of the transportation mode that has the potential to provide the greatest mobility and access for people, rather than vehicles, giving due consideration to environmental, public safety, economic development, health, and social equity impacts.

**Policy T3.8 Screening Downtown Parking.**

Cars parked in downtown lots should be screened from public view through the use of ground floor store fronts, parks and landscaping, or other pedestrian-friendly, safe, and other attractive means.

**Policy T3.9 Providing Parking for Transportation.**

The City should strive to provide parking for multiple modes of transportation throughout the city where it is needed and does not unduly disrupt traffic flow.

**Policy T3.10 Balancing Parking Demands and Economic Development Activity.**

The City should balance the parking demands and parking charges in City-owned facilities with the need to promote economic activity in certain areas (such as Downtown and neighborhood commercial areas).

**ALTERNATIVE MODES OF  
TRANSPORTATION****Objective T4****Increase use of alternative modes of  
transportation.****Policy T3.11 Prioritizing Parking.**

Parking in residential areas should give priority to adjacent residents.

*More than half of Oakland's employed residents drove alone to work in 1990. Although this figure is below the County and regional average of two-thirds drive-alone commuters, it still represents the majority of Oakland workers and a slight increase over 1980 levels. Meanwhile, the percentage of residents who commute by public transit has declined, and those using carpools and other modes have stayed about the same. Almost one-quarter of the city's households have no car available. These residents must rely on other forms of transportation, such as public transit, bicycling, or walking. If Oakland is to reduce dependence on the single occupant vehicle and ensure that all residents can easily get to their jobs, shopping, school, recreational facilities, and other destinations in a timely manner, quality alternatives to the automobile must be available.*

**Policy T4.1 Incorporating Design Features for Alternative Travel.**

The City will require new development, rebuilding, or retrofit to incorporate design features in their projects that encourage use of alternative modes of transportation such as transit, bicycling, and walking.

**Policy T4.2 Creating Transportation Incentives.**

Through cooperation with other agencies, the City should create incentives to encourage travelers to use alternative transportation options.

**Policy T4.3 Reducing Transit Waiting Times.**

The City should encourage transit operators to reduce waiting times for users by coordinating schedules and maintaining intervals of fifteen (15) minutes or less between buses during peak daytime periods. (See Chapter 3 for more detailed standards for Transit Streets.)

**Policy T4.4 Developing Light Rail or Electric Trolley.**

The City supports the development of light rail or trolley bus along Regional Transit streets in high travel demand corridors. (See the Transportation Diagram and Chapter 3 for more detailed standards for Transit Streets.)

**Policy T4.5 Preparing a Bicycle and Pedestrian Master plan.**

The City should prepare, adopt, and implement a Bicycle and Pedestrian Master Plan as a part of the Transportation Element of this General Plan.



**Policy T4.6 Making Transportation Accessible for Everyone.**

Alternative modes of transportation should be accessible for all of Oakland's population, including the elderly, disabled, and disadvantaged.

**Policy T4.7 Reusing Abandoned Rail Lines.**

Where rail lines (including sidings and spurs) are to be abandoned, first consideration should be given to acquiring the line for transportation and recreational uses, such as bikeways, footpaths, or public transit.

**Policy T4.8 Accommodating Multiple Types of Travel on the Bay Bridge.**

The City should encourage the design and engineering for the new Bay Bridge to accommodate multiple means of access and travel by automobiles, trucks, transit, bicycles, pedestrians, and future mass transit.

**Policy T4.9 "Gateway" Public Access Area**

The City, in concert with the East Bay Regional Park District, Port of Oakland, Oakland base Reuse Authority, and Bay Conservation and Development Commission, should support development of a significant new "gateway" public park area at the terminus of the San Francisco/Oakland Bay Bridge east span that is reachable by auto, bicycle, or walking (See also the Open Space, Conservation, and Recreation Element).

**Policy T4.10 Converting Underused Travel Lanes.**

Take advantage of existing transportation infrastructure and capacity that is underutilized. For example, where possible and desirable, convert underused travel lanes to bicycle or pedestrian paths or amenities.

**FUNDING****Objective T5****Secure funding for transportation infrastructure improvements and maintenance.**

*In recent years, the trend has been away from building major new transportation facilities and toward increasing the efficiency of existing systems through better management. However, the transportation improvements in Chapter 3 do include some new facilities for trucks, cars, bicycles, and pedestrians. Major improvements to existing facilities are also under construction or proposed, including the widening of 98th Avenue, new pedestrian bridge over the I-880 freeway near 98th Avenue, and seismic upgrade and reconfiguration of several I-880 freeway interchanges. These are major capital projects, for which funding will need to be found not only for construction, but operation and maintenance.*

**Policy T5.1 Funding for Infrastructure.**

Funding for infrastructure projects should be long term and include operating and maintenance as well as capital development.

**Policy T5.2 Ranking Capital Improvement Projects.**

A system to rank capital improvement program projects should be developed. Ranking criteria should include public safety, equity to different neighborhoods in Oakland, potential to support economic development, consistency with “transit first” principles, system maintenance cost, travel convenience, travel cost savings, environmental impacts, attractiveness, and reduced public expenditures.

**Policy T5.3 Prioritizing Infrastructure Improvements.**

Infrastructure improvements should be prioritized to prevent deterioration of existing infrastructure.

**Policy T5.4 Considering a Range of Funding Strategies.**

A range of strategies to provide funding for transportation improvements should be considered, including, but not limited to, special user fees, development impact fees, or assessment districts.

**Policy T5.5 Encouraging Element Implementation by Outside Agencies.**

The City should encourage all outside transportation agencies and operators, including Caltrans, the Railroads, AC Transit, BART, and the Port of Oakland, to proactively implement Oakland’s General Plan.

**SAFETY****Objective T6**

**Make streets safe, pedestrian accessible, and attractive.**

*In the past few years, public hearings have been held throughout the city on reducing traffic in the neighborhoods by slowing it down or redirecting it to arterial streets. Measures that have been suggested include speed bumps, traffic diverters, traffic circles, stop signs, and retiming of signals. Some of these have been implemented, but funding is insufficient to meet all of the public’s requests. In addition, the location and design of some freeway ramps tends to direct traffic onto local streets and through neighborhoods. Measures to reduce traffic impacts need to be prioritized and coordinated with overall circulation planning. Pedestrian-oriented streetscapes usually include facilities such as corner transit stops, median strips, wide sidewalks, benches or seating, lighting, and signs, as well as amenities such as street trees and landscaping.*

**Policy T6.1 Posting Maximum Speeds.**

Collector streets should be posted at the lowest possible speed (usually a maximum speed of 25 miles per hour), except where a lower speed is dictated by safety and allowable by law.

**Policy T6.2 Improving Streetscapes.**

The City should make major efforts to improve the visual quality of streetscapes. Design of the streetscape, particularly in neighborhoods and commercial centers, should be pedestrian-oriented, include lighting, directional signs, trees, benches, and other support facilities.

**Policy T6.3 Making the Waterfront Accessible.**

The waterfront should be made accessible to pedestrians and bicyclists from throughout Oakland.

**Policy T6.4 Rebuilding Freeways.**

In the event of a major disaster, necessitating reconstruction of the I-880 freeway, it should be rebuilt below ground in the downtown/Jack London Square area.

**Policy T6.5 Protecting Scenic Routes.**

The City should protect and encourage enhancement of the distinctive character of scenic routes within the city, through prohibition of billboards, design review, and other means.

**AIR QUALITY****Objective T7**

Reduce air pollutants caused by vehicles. (See Policy CO - 12.1, from the Open Space, Conservation, and Recreation Element).

Construction of the final link of the new Cypress Freeway

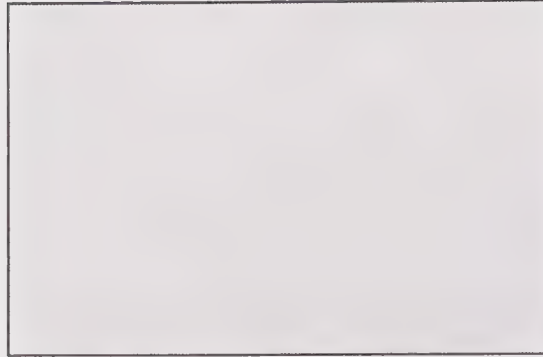




## Downtown

*A basic source of economic strength in a central district - and one of the reasons it is the most interesting and active places in the city, is the wide variety of functions that are performed there...In many ways the central district is the city.*

*Oakland Central District Plan, 1966*

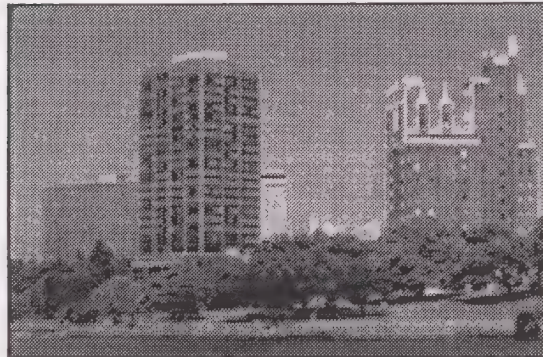


**Marriot with the Warrior's Practice Facility**

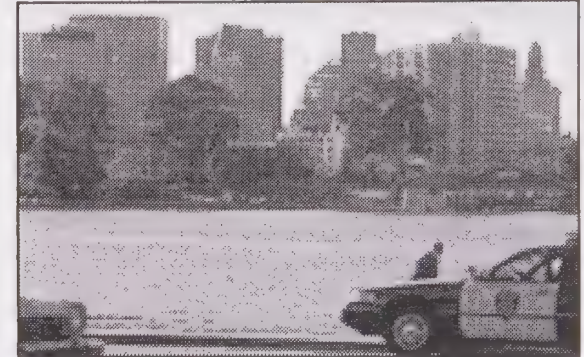


**Broadway Building**

**Cathedral Building**



**High-rise housing near Lake Merritt**



**View of Downtown from East Lake area**

*Envision yourself taking an early evening walk up Broadway through Oakland's revitalized downtown. On the right is Chinatown, where food markets remain busy as restaurants open for dinner. On the left are the Victorian buildings of Old Oakland, where shoppers meander through galleries and boutiques. Passing City Center, you see a stream of workers, some heading toward the BART station and bus stops, some walking home. Around 20th Street, joggers head east to Lake Merritt for a pre-sunset lap. A line of theatergoers begins to form outside the Paramount. Across the street, a couple, groceries in hand, walks back to their downtown apartment. Buses are everywhere, shuttling people to and from this dynamic mix of twenty-four hour activity*

## DOWNTOWN SHOWCASE

**The Elements promote the continued evolution of Downtown Oakland as a vibrant mixed use environment of distinctive subdistricts at the forefront of the regional economy. Downtown's designation as an Oakland Showcase highlights the district's local and regional importance.**

### Facts and Figures

Location, location, location. At the heart of the BART system, in close proximity to major region-serving freeways, beautiful Lake Merritt, the energized Jack London District waterfront, the Channel Park cultural and educational area, Chinatown, historic office buildings, and architecturally significant urban density neighborhoods, the business center of Oakland has it all. Various development cycles through the years have affected the appearance and vitality of downtown. Downtown Oakland was a prosperous hub of commerce and employment through most of the century, with abundant shopping and work opportunities and a vibrant bustling atmosphere. But starting in the 1970's and through the early 1990's the atmosphere of downtown began to change, as a result of many factors. These included an increasing reliance on automobile travel, availability of affordable housing and employment centers in outlying areas, and the advent of regional shopping malls. Downtown Oakland, like many older urban centers, began to decline in prominence as a residential and commercial hub.

Throughout these transformations, Downtown continued to dominate the East Bay office market. In 1981, Oakland had about 7.3 million square feet of office space. By 1993, Downtown had approximately 13 million square feet of office space and 80,000 workers. In the late 1980s and early 1990s, the national economic recession and tightening of the financial lending market translated into a local decline in office construction and an increase in vacancy rates.

With the recent upturn in the national economy the future again looks very bright for downtown. In the period from 1995 to 2015, job and population growth in the Downtown are expected to be robust, each increasing approximately 30%. The great majority of new jobs are anticipated to be office jobs in the government, business services, finance, communications and high technology sectors. These key sectors are established as future targets in the Citywide Economic Development Strategy, and they comprise vital components of a vibrant downtown economy of the future.

In addition to being an employment center, Downtown is also a neighborhood--or a collection of neighborhoods. Chinatown, Old Oakland, the Gold Coast, and other historic Downtown residential areas combined had a total of 6,600 housing units in 1995, and a population exceeding 11,400. Residents as well as local workers and businesses help support Downtown retailing and restaurants.



The Downtown Showcase includes unique assets for the City and region: Lake Merritt, the nation's first wildlife refuge, was established in 1870. Laney College and the Alameda County Library are major educational resources. Cultural, performing and fine arts facilities include the historic Paramount and Fox Theaters and the Oakland Museum of California. As Downtown Oakland stretches toward the Bay it meets the waterfront at Jack London Square.

### **Vision for the Future**

The vision for the Downtown established by the Element's Policy Framework promotes the role of Downtown as a mixture of vibrant districts, each with unique identity, all contributing to around-the-clock activity and continued expansion of job opportunities. The goals for downtown seek to expand the role that the district plays in the lives of local residents and surrounding communities by attracting people into the area with exciting cultural and social opportunities, recognizing that Downtown can be a source of pride for all residents, workers, and visitors to Oakland.

Key components of the vision for Downtown are support for growth in office activity and increasing the population through new Downtown housing. Expanding the number of downtown residents will also support employment and will enhance Downtown as a seven-day-a-week, 24-hour-a-day destination.

### **Downtown Goals**

- To promote downtown Oakland's position as a dynamic economic center for the region.
- To serve as a primary communications, office, government, high technology, retail, entertainment, and transportation hub for Northern California.
- To become a premier location in the region for urban residential living, by building upon existing neighborhoods, and promoting and expanding a pedestrian-friendly, diverse and exciting range of housing, social, cultural, and arts opportunities.
- To further develop, support, revitalize, and promote the distinct, attractive urban character of each of the downtown districts, and respect historic resources

### Achieving the Vision

The Element provides maximum flexibility for both horizontal and vertical mixing of a wide variety of land uses in the Downtown. Downtown. Broadway serves as the linkage from the neighborhoods to the waterfront, connecting housing areas to the financial district, uptown, city center, old Oakland, Chinatown, and the south of nimitz area to the Jack London District. Subsequent planning and design studies may distinguish among Downtown subdistricts to heighten their identities and meet goals for Downtown. This may be achieved through differentiating uses, development standards, urban design elements or features of the transportation system. In particular, zoning and other implementing activities should explore establishing boundaries for major office development that maintain a large supply of sites, and clearly identify Downtown's housing areas and provide for their maintenance and enhancement.

Downtown job growth can be accommodated largely through construction of taller buildings and revitalization and reuse of underutilized properties. Revitalization is already under way with projects approved or planned that will add hundreds of new housing units to the Old Oakland and Gateway neighborhoods, new office jobs to the Broadway corridor, and new entertainment/retail activity along portions of Telegraph Avenue and in Jack London Square.

Implementing the General Plan in other parts of the City will help achieve objectives for High-rise office development will be allowed only in Downtown. Other office areas should be differentiated from the core downtown office district through distinct development standards and height and bulk controls. Any office development southwest of I-880 and in other areas of the City should offer a different type of office environment that competes with locations in other cities rather than with Downtown offices.

Although the office market is the strongest economic sector downtown, it is not so strong that it can be taken for granted and expected to prosper without continuing local support. Public policy should continue to encourage and include actions to support and attract office activities downtown and support the very substantial public investments in the Downtown.

The Downtown Objectives and Policies address a wide range of issues and concerns, including design standards, transportation, housing opportunities for a range of incomes, and approaches to supporting both residential and commercial activity in the Downtown.

**Objective D1**

**Enhance the identity of Downtown Oakland and its distinctive districts.**

**Downtown Subdistricts.**

Moore, Iacofano, Goltsman, 1996

**Downtown Objectives and Policies**

*Downtown Oakland is composed of a variety of distinct and active districts, containing business, cultural, and residential elements. Each of the unique characteristics, identity, and potential of these areas should be explored and built upon by future development and conservation efforts.*

**Policy D1.1 Defining Characteristics of Downtown.**

The characteristics that make downtown Oakland unique, including its strong core area; proximity to destinations such as the Jack London waterfront, Lake Merritt, historic areas, cultural, arts, and entertainment activities; and housing stock, should be enhanced and used to strengthen the downtown as a local and regional asset.

**Policy D1.2 Identifying Distinct Districts.**

The downtown should be viewed as the compilation of a series of distinct districts, including but not limited to City Center, Chinatown, Old Oakland, the Broadway Corridor, Gateway, Kaiser Center, Gold Coast, the Channel Park area south of Lake Merritt, and the Jack London Waterfront. A distinct identity for these downtown districts should be supported and enhanced.

**Policy D1.3****Planning for Chinatown.**

The unique character of Chinatown, as a walkable center for Asian-American culture, a regional destination point, and a district with a mixed housing type residential component, should be supported and encouraged.

**Policy D1.4****Planning for Old Oakland.**

Old Oakland should be respected and promoted as a significant historic resource and character-defining element, with Washington Street as its core. Residential development in Old Oakland should be of mixed housing type, with ground floor retail where feasible.

**Policy D1.5****Planning for the Gateway District.**

New development and rehabilitation in the Gateway district should contribute to greater neighborhood cohesion and identity, emphasizing mixed housing type and urban density residential development.



## The Oakland Museum

**Policy D1.6****Planning for Kaiser Center .**

The Kaiser Center finance and office area should be strongly linked with the Broadway/19th Street office core, and sensitive to pedestrian-friendly open space amenities associated with Lake Merritt and Snow Park.

**Policy D1.7 Planning for The Gold Coast.**

The Gold Coast should be recognized and conserved as an established neighborhood providing urban density housing in a unique urban setting.

**Policy D1.8 Planning for the Channel Park Arts , Educational, and Cultural Center.**

The area south of Lake Merritt that includes Laney College, the Henry J. Kaiser Auditorium, the Oakland Museum, and Alameda County offices should be enhanced as a walkable, bicycle-friendly educational, cultural and institutional center in downtown Oakland. Efforts to strengthen this area's identity and create transportation linkages with the Jack London Waterfront, City Center, and the Financial District, and BART should be promoted.

**Policy D1.9 Planning for the Channel Park Residential Area.**

The area between the Channel Park Arts , Educational, and Cultural Center and the waterfront should be developed as a walkable urban residential district, incorporating commercial development and open space as appropriate to take advantage of the cultural and recreational amenities provided by the center and the channel to the estuary, and easy transportation by BART.

**Policy D1.10 Planning for the Jack London District.**

Pedestrian-oriented entertainment, live-work enterprise, moderate-scale retail outlets, and office should be encouraged in the Jack London Waterfront area.

**Policy D1.11 Supporting the Jack London District.**

The continuing commercial growth and success of Jack London Square should be supported and linkages such as the Bay Trail, bicycle lanes, and pedestrian walks to Downtown and out to the airport should be improved.

**Policy D1.12 Planning for the Produce Market Area.**

The Produce Market should be recognized as California's last example of an early twentieth century produce market. Should the wholesale distribution of produce be relocated to another site the character and vitality of this unique district should be encouraged in its reuse if

**DESIGN****Objective D2**

Enhance the visual quality of downtown by preserving and improving existing housing stock and encouraging new, high quality, development.

economically viable. *New housing developments in the downtown will provide urban dwellers with expanded options for living in a revitalized inner city, near major transportation lines, employment centers, state-of-the-art communication technology, and regionally known entertainment venues.*

**Policy D2.1 Enhancing the Downtown.**

Downtown development should be visually interesting, harmonize with its surroundings, respect and enhance important views in and of the downtown, respect the character, history, and pedestrian-orientation of the downtown, and contribute to an attractive skyline.

**FOR PEDESTRIANS****Objective D3**

Create a pedestrian-friendly downtown.

*Pedestrian-Friendly areas will have amenities that provide for the comfort, safe passage, and convenience of people who are walking or using wheelchairs. Examples of this may include wide and unobstructed sidewalks, benches, landscaping, lighting, directional signs or kiosks, public art installations, and signal timing that promotes pedestrian flow over traffic flow.*

**Policy D3.1 Promoting Pedestrians.**

Pedestrian-friendly commercial areas should be promoted.

**Policy D3.2 Incorporating Parking Facilities.**

New parking facilities for cars and bicycles should be incorporated into the design of any project in a manner that encourages and promotes safe pedestrian activity.

**ECONOMIC REVITALIZATION****Objective D4**

Increase the economic vitality of downtown.

*The Economic Development Strategy (City of Oakland, 1997) for Oakland identifies attracting potential users of high intensity office development as a step toward enhancing downtown Oakland as the East Bay's primary regional employment center. Downtown Oakland is well-connected by transportation and communication networks, and is the seat of many Federal, State, County, and local government operations. Efforts at attraction and promotion of Oakland's downtown describe the amenities available for business, as well as the strength of the urban infrastructure.*

**Policy D4.1 Supporting Development.**

Development activities should be supported through infrastructure improvements in the downtown.

**Policy D4.2 Fostering a Positive Business Climate.**

A positive business climate which encourages attraction of new businesses and retention and expansion of existing businesses in downtown Oakland should be fostered, promoting Oakland's locational (transportation) advantages and other amenities.

**Policy D4.3 Attracting Employment to the Downtown.**

Economic sectors that promote employment, are likely to grow, or will diversify the economic base should be attracted to the downtown.

*Increased activity Downtown reduces opportunities for crime and the perception of crime. Providing exciting living opportunities in downtown districts also helps to increase security by assuring the presence of people and "eyes on the street" twenty-four hours a day.*

**Objective D5**

Enhance the safety and perception of safety downtown at all hours.

**Policy D5.1 Encouraging Twenty-Four Hour Activity.**

Activities and amenities that encourage pedestrian traffic during the work week, as well as evenings and weekends should be promoted.

**REHABILITATION AND RENEWAL****Objective D6**

Eliminate blight caused by underutilized properties

*Rehabilitation of earthquake damaged buildings, restoration of important historic resources, abatement of blight, and reuse of underutilized parcels are physical development activities that help to recast people's negative perceptions about Oakland's Downtown. Revitalization efforts also help to increase business opportunities, spur residential development, and expand tourism. For more information on the historic preservation policies, see the Historic Preservation Element.*

**Policy D6.1 Developing Vacant Lots.**

Construction on vacant land or to replace surface parking lots should be encouraged throughout the downtown, where possible.

**Policy D6.2 Reusing Vacant or Underutilized Buildings.**

Existing vacant or underutilized buildings should be reused. Repair and rehabilitation, particularly of historic or architecturally significant structures, should be strongly encouraged. However, where reuse is not economically feasible, demolition and other measures should be considered. (Landmark and Preservation District properties must follow Policy 2.4 of the Historic Preservation Element ).



**OFFICE****Objective D7**

**Facilitate and promote downtown Oakland's position as the primary office center for the region.**

*Continued advocacy of downtown Oakland's infrastructure, amenities, and sustainable location as the East Bay's primary regional office center is important, not only to counteract the region's tendency to allow creation of outlying office parks (sprawl), but to capitalize on the substantial public investment that has been made in Oakland.*

**Policy D7.1 Advocating for Downtown.**

Downtown Oakland's advantages for regional office development, including its position as the hub for regional transportation, should be advocated at State and regional planning levels.

*Current nodes of office development at Downtown BART stations should be enhanced and built upon. (For a discussion of the vision for development at each of Oakland's BART stations, please see the section on Transit-Oriented Districts, in the Transportation and Transit-Oriented Development section of Chapter 2).*

**Objective D8**

**Build on the current office nodes near the 12th and 19th Street BART stations to establish these locations as the principal centers for office development in the city.**

**Policy D8.1 Locating Office Development.**

New large scale office development should primarily be located along the Broadway corridor south of Grand Avenue, with concentrations at the 12th Street and 19th Street BART stations. The height of office development should respect the Lake Merritt edge. Small scale offices should be allowed throughout the downtown, including in the downtown neighborhoods, when compatible with the character of surrounding development.

**Policy D8.2 Respecting Public Parks**

Future office development on Harrison Street opposite Lakeside Park and Snow Park should provide ground level, landscaped, open space to soften the edge between public park land and the office core. This space should be clearly accessible to office workers and the public.

**Policy D8.3 Attracting Private Office Development.**

Private office development should be aggressively attracted to the downtown.

**Policy D8.4 Developing the Broadway Spine.**

The Broadway spine, particularly near the 12th Street/City Center BART station, should be the primary location of new public office development.

**COMMERCIAL****Objective D9**

Emphasize the establishment, promotion, and retention of commercial businesses that serve the needs of downtown workers and residents.

*Oakland continues to strive to attract commercial businesses to support active office and housing environments in Downtown.*

**Policy D9.1 Concentrating Commercial Development.**

Concentrate region-serving or “destination” commercial development in the corridor around Broadway between 12th and 21st Streets, in Chinatown, and the Jack London Waterfront. Ground floor locations for commercial uses that encourage a pedestrian-friendly environment should be encouraged throughout the downtown.

**Policy D9.2 Meeting Daily Needs.**

Downtown residents should have access to goods and services to meet their daily and long term needs within the downtown area.

**HOUSING****Objective D10**

Maximize housing opportunities in the downtown to create a better sense of community.

*Increasing numbers of people living in the various downtown districts by providing the maximum range of housing types and densities will help to create more cohesive and sustainable downtown communities.*

**Policy D10.1 Encouraging Housing.**

Housing in the downtown should be encouraged as a vital component of a 24-hour community presence.

**Policy D10.2 Locating Housing.**

Housing in the downtown should be encouraged in identifiable districts, within walking distance of the 12th Street, 19th Street, City Center, and Lake Merritt BART stations to encourage transit use, and in other locations where compatible with surrounding uses.

**Policy D10.3 Framework for Housing Densities.**

Downtown residential areas should generally be within the Urban Density Residential and Central Business District density range, where not otherwise specified. The height and bulk should reflect existing and desired district character, the overall city skyline, and the existence of historic structures or areas.

**Policy D10.4 Providing Housing for a Range of Needs.**

Housing in the downtown should not be geared toward any one housing market, but rather should be promoted for a range of incomes, ownership options, household types, household sizes, and needs.

**MIXED USE****Objective D11**

**Foster mixed use developments to help create a diverse, lively, and vibrant downtown**

**CULTURAL, ARTS, EDUCATION, AND ENTERTAINMENT****Objective D12**

**Make downtown Oakland a regional destination for innovative learning programs, cultural resources, art, and entertainment.**

**Policy D10.5 Designing Housing.**

Housing in the downtown should be safe and attractive, of high quality design, and respect the downtown's distinct neighborhoods and its history.

**Policy D10.6 Creating Infill Housing.**

Infill housing that respects surrounding development and the streetscape should be encouraged in the downtown to strengthen or create distinct districts.

**Policy D10.7 Developing Live-Work.**

Locational and performance criteria should be developed for live-work developments.

*Mixed Use developments can be vital locations that contain both living and working activities within one site. These types of development are ecologically preferable to those that separate housing from jobs and local services, in the downtown as well as along the city's corridors.*

**Policy D11.1 Promoting Mixed-Use Development.**

Mixed use developments should be encouraged in the downtown for such purposes as to promote its diverse character, provide for needed goods and services, support local art and culture, and give incentive to reuse existing vacant or underutilized structures.

**Policy D11.2 Locating Mixed-Use Development.**

Mixed use development should be allowed in commercial areas, where the residential component is compatible with the desired commercial function of the area.

*Oakland's strength as the most ethnically and culturally diverse city in the United States is a key reason for its attractiveness to the world. Oakland's diversity is expressed, in part, through art, cultural events, entertainment, and educational opportunities, which are vital components of a livable city.*

**Policy D12.1 Promoting Oakland's Strengths.**

Build on and promote Oakland's educational resources, historic importance as an entertainment venue, existing cultural diversity, and strong arts community.

**Policy D12.2 Focusing Large Scale Activities Downtown.**

The City should, where feasible and desirable, support and build upon the educational, cultural, art and entertainment resources in the downtown.



**Policy D12.3 Locating Entertainment Activities.**

Large scale entertainment uses should be encouraged to concentrate in the Jack London Waterfront and within the Broadway corridor area. However, existing large scale facilities in the Downtown should be utilized to the fullest extent possible.

**Policy D12.4 Locating Smaller Scale Entertainment Activities.**

Small scale entertainment uses, such as small clubs, should be allowed to locate in the Jack London Waterfront area and to be dispersed throughout downtown districts, provided that the City works with area residents and businesses to manage the impacts of such uses.

**Policy D12.5 Incorporating Art in the Downtown.**

Art should be part of the fabric of the downtown, located in public and private facilities, and in public spaces.

**Policy D12.6 Supporting Educational Institutions.**

Educational institutions should be supported in the downtown and encouraged to integrate with other downtown activities, including private businesses.

**Policy D12.7 Diversifying Building Uses.**

Diversification of the uses of civic and institutional buildings should be encouraged.

**DOWNTOWN TRANSPORTATION****Objective D13**

Create and coordinate a well-balanced regional and local transportation system to serve the downtown.

*Balancing and meeting resident, business, and tourism needs for convenient automobile access with safe and reliable public transportation and pedestrian access is important for the vitality of the downtown area. Refer also to the Transportation Policy Section.*

**Policy D13.1 Coordinating Transportation Options.**

A variety of transportation modes to and within all downtown districts should be coordinated to safely and efficiently move people and goods. Affordability and convenience are primary considerations.

**Policy D13.2 Providing Parking.**

An adequate quantity of car, bicycle, and truck parking, which has been designed to enhance the pedestrian environment, should be provided to encourage housing development and the economic vitality of commercial, office, entertainment, and mixed use areas.



## Waterfront



**Port of Oakland: Seaport**



**Fruitvale Fishing Pier**



**Jack London Square**



**Commercial Recreation Marina**

*Nineteen miles of shoreline define Oakland's western and southern edge--more shoreline than in any other Bay Area city. This amenity offers a wealth of future possibilities. The 1990s have brought a heightened awareness of the City's potential to claim its waterfront as a central identifying feature. Community members, city leaders, planning and design professionals, and civic organizations have studied, discussed and appreciated the waterfront for its diversity and its potential. All have concluded that the waterfront has been cut off from the rest of the City, and that this extraordinary place needs to be reunited with the rest of Oakland.*



Shore lands have historically been advantageous locations for industry. As a result, much of Oakland's waterfront activity is industry-related, centered around seaport and airport activities. The existing multi-modal transportation corridor provides essential capacity to move people and goods by car, truck and rail, but also creates barriers to waterfront districts from elsewhere in the city.

Industrial and transportation uses alone do not maximize the shoreline's potential. Diversification of uses along the estuary shore, including new and revitalized shops, restaurants, entertainment, water-related development, recreation, open space, housing, and cultural activities are among the exciting array of activities being developed to re-claim the waterfront. Public access is fundamental to broadening waterfront activities and improving waterfront connections with the rest of the City, particularly to the Downtown and adjacent neighborhoods. The waterfront is also home to a diverse group of plant and animal species.

The economic importance of the seaport, airport, and the mixed use waterfront are highlighted with designations of three Oakland Showcases along the Waterfront. Each is discussed in detail in this part of the Policy Framework, with Facts and Figures, a Vision of the Future, and a discussion of how the vision is to be achieved.

## Waterfront Goals

- ♦ Increase the awareness of the waterfront throughout the City and the region, and maximize the benefit of Oakland's waterfront for the people of Oakland.
- ♦ Promote the diversity of the waterfront by providing opportunities for new parks, recreation, and open space; cultural, educational, and entertainment experiences; and new or revitalized retail, commercial, and residential development.
- ♦ Enhance and promote the City's waterfront for the economic benefit of the community with emphasis on Oakland's position as a leading west coast maritime terminal and a primary Bay Area passenger and cargo airport.
- ♦ Connect the waterfront to the rest of the City with emphasis on linking adjacent neighborhoods and Downtown directly to the waterfront, reducing physical barriers and the perception of isolation from the water's edge, and improving public access to and along the waterfront.
- ♦ Preserve and enhance the existing natural areas along the waterfront.

The goals, objectives, and policies pertaining to the waterfront issues give impetus to a new focus for Oakland at the water's edge. This policy framework provides direction for land use and public

access in the estuary area by broadening its possibilities to a wider spectrum of uses. They also support the expansion of the seaport and airport by improving their position in intermodal transportation networks and attracting related commercial and industrial business for economic benefits and jobs for the City.

A central component of the waterfront policies is direction for detailed planning along the estuary shore to guide future development and conservation. The “Estuary Plan”, a joint effort of the Port and City of Oakland, is the companion planning effort that focuses on the waterfront. The Estuary Plan will be adopted and be consistent with the General Plan when completed; the Waterfront section of this Element provides overall direction for completion of that plan and any concurrent development.

## LAND USE

### Objective W1

**Enhance the waterfront with a wide variety of uses. The seaport and airport should have uses which promote its economic and transportation assets, and other waterfront areas should have multi-purpose uses including recreation, entertainment, cultural, education, economic, transportation, and residential assets.**

### Waterfront Objectives and Policies

*The Oakland waterfront should become a vigorous, multi-use, regionally and internationally known attraction and resource, sensitively developed for the benefit of Oakland residents, visitors, and business interests. To achieve this planning and implementation must carefully and strategically coordinated.*

#### Policy W1.1 Planning with the Port of Oakland.

Plans for maritime and aviation facilities, operations, and activities on all lands in Port jurisdiction should be coordinated with and consistent with the Oakland General Plan.

#### Policy W1.2 Ensuring Port Conformance with the General Plan and Estuary Plan.

The City and Port shall work to develop specific guidelines and procedures to ensure that development in the Estuary area conforms to the General Plan. These guidelines and procedures, which shall be adopted by the City Planning Commission and City Council, and incorporated into the General Plan, should include consideration of City input into the Port’s findings of conformance with the General Plan in the Estuary area.

#### Policy W1.3 Reducing Land Use Conflicts.

Land uses and impacts generated from Port activities should be buffered, protecting adjacent residential areas from the impacts of seaport, airport, or other industrial uses. Appropriate siting of industrial activities, buffering (e.g., landscaping, fencing, transitional uses, etc.), truck traffic management efforts, and other mitigations should be used to minimize the impact of incompatible uses.

**LAND USE****Objective W2**

**Encourage and accommodate facilities and public linkages which attract the public to the waterfront, providing safe and accessible areas to view and experience airport and seaport operations.**

*“In the next ten years the waterfront may emerge as the most spectacular feature of the City.”*

*- Zarka Popovic, General Plan Congress, 1997*

*The appropriate level of public access into the Seaport and Airport has been much debated in recent years. The intent of this objective is to find multiple ways to encourage and provide safe access to the water’s edge for everyone, without interfering with airport or water-dependent business operations.*

**Policy W2.1 Linking Neighborhoods with the Waterfront.**

All recreational activity sites along the waterfront should be connected to each other to create continuous waterfront access. Safe and direct automobile, bicycle, pedestrian, and waterway access between the waterfront and adjacent neighborhoods should be created and strengthened.

**Policy W2.2 Buffering of Heavy Industrial Uses.**

Appropriate buffering measures for heavy industrial uses and transportation uses on adjacent residential neighborhoods should be developed and implemented.

**Policy W2.3 Providing Public Access Improvements.**

Public access improvements to the waterfront and along the water’s edge should be implemented as projects are developed. The access improvement should conform to the requirements of the Bay Conservation and Development Commission (BCDC).

**Policy W2.4 Mitigation Banking.**

Public access that is developed in advance, by entities with future plans for waterfront project development, should be credited as meeting BCDC’s public access requirement for those waterfront projects.

**Policy W2.5. Improving Railroad Crossings.**

To create safe access to the water pedestrian, bicycle, and automobile railroad crossings should be provided where feasible. Crossings could include grade separations, at-grade crossings, skyway bridges, or connections between buildings.

**Policy W2.6 Providing Maritime and Aviation Viewing Access.**

Safe access to areas for viewing maritime and aviation activities should be developed.

**Policy W2.7 Encouraging Public Transportation.**

Public transportation to the waterfront should be encouraged, coordinated, and strategically located. Waterfront transportation should be marketed to enhance ease of access both locally and regionally.



**Policy W2.8 Promoting Water Transportation.**

Waterborne transportation should be promoted as an alternative to the street for the movement of people and cargo along and across the waterfront.

**Policy W2.9 Parking at Key Points.**

Parking should be developed at key points, set back from the waterfront, to minimize the impact of private automobile use in high-activity areas. Parking structures that incorporate ground floor uses, are available for day and night activities, and allow for shared use, are preferred.

**Policy W2.10 Making Public Improvements as a Part of Projects.**

Physical improvements to improve the aesthetic qualities of the waterfront, increase visitor comfort, safety, and enjoyment, should be incorporated in the development of projects in the waterfront area. These amenities may include landscaping, lighting, public art, comfort stations, street furniture, picnic facilities, bicycle racks, signage, etc. These facilities should be accessible to all persons and designed to accommodate elderly and physically disabled persons.

**Policy W2.11 Disseminating Public Information.**

Waterfront development should incorporate public, educational and interpretive information for waterfront activities to encourage public knowledge and understanding of the historic, cultural, economic, and environmental context.

**ENVIRONMENT****Objective W3**

**Preserve the high quality and uniqueness of the natural and built environment of the waterfront.**

*The Open Space, Conservation, and Recreation Element of the General Plan addresses many facets of this objective. The policies in this section offer further guidance for the function, protection, and preservation of Oakland's unique waterfront.*

**Policy W3.1 Requiring Consistency with Conservation Objectives and Policies.**

Waterfront objectives, policies, and actions regarding geology, land stability, erosion, soils, water quality, flood hazards, wetland plant and animal habitats, and air quality and pollutants, shall be consistent and in compliance with the 1996 Open Space, Conservation, and Recreation Element of the City's General Plan.

**Policy W3.2 Enhancing the Quality of the Natural and Built Environment.**

The function, design and appearance, and supplementary characteristics of all uses, activities, and facilities should enhance and should not detract from, or damage the quality of the overall natural and built environment along the waterfront.

**COORDINATION, IMPLEMENTATION, AND MONITORING****Objective W4**

Establish comprehensive approaches to waterfront issues, implementation, and monitoring efforts.

**Policy W3.3 Protecting and Preserving Wetland Plant and Animal Habitats.**

Native plant communities, wildlife habitats and sensitive habitats should be protected and enhanced.

**Policy W3.4 Preserving Views and Vistas**

Buildings and facilities should respect scenic viewsheds and enhance opportunities for visual access of the waterfront and its activities.

*Although different in mission and focus, the Port of Oakland, Oakland Base Reuse Authority, and the City of Oakland have mutual interests in working together proactively to solve waterfront-related land use and circulation issues. Continuing to work together on comprehensive planning, procedural, and implementation issues is critical if a vital waterfront that is responsive to the needs and desires of business, residents, and visitors is to become real and sustainable.*

**Policy W4.1 Creating Coordinated and Comprehensive Approaches.**

Public agencies and jurisdictions involved in waterfront matters should work together in a cooperative and coordinated way and strive for consistency among general planning, strategic planning, and specific planning practices and programs.

**Policy W4.2 Considerations for the OBRA Process.**

The Oakland Base Reuse Authority (OBRA) process should consider issues affecting West Oakland including: public access and public safety to the waterfront, open space, and amenities; buffering of heavy industrial and transportation uses on residential neighborhoods; and potential job creation and other economic benefits generated as a result of the Army Base re-use. (See also the Industry and Commerce Policy Framework section).

**Policy W4.3 Coordinating Permit Process Procedures.**

The City and Port should ensure that the permit process procedures for waterfront development are coordinated and efficient while providing for public notification and input.

**Policy 4.4 Public Access Plan**

The City, Port, and Bay Conservation and Development Commission shall complete a public access plan for the entire waterfront, which will then be adopted as part of the city's General Plan.

Oakland's position as a leading West Coast seaport and a key airport enhances and promotes the City's economy. These facilities are the major international gateways in northern California and serve as hubs of national, regional, and local transportation networks. Policies support expansion of the seaport and airport and improvements to the intermodal transportation networks on which they rely. Oakland can also capitalize on increased seaport and airport activity by attracting related commercial and industrial uses, leading to even greater economic benefits and jobs for the City.

### Seaport Showcase

Harbor and seaport activities have had a formative effect on the City's population, industry and commerce. The seaport is a gateway for goods, and like the airport it is dedicated to transportation activities that allow for the efficient movement of cargo. At the same time, seaport activity creates economic benefits that reach to many other sectors of the economy and the region.

#### Facts and Figures

Seaport and maritime activities of the Port of Oakland are located on almost 700 acres of the outer and middle harbor areas of Oakland. In 1996, the Port of Oakland was the third busiest port on the west coast and the fourth busiest in the United States. The seaport plays an important role in the economy of Oakland and the region. The Port of Oakland loads and discharges 98% of all containerized cargo sent through the Golden Gate. Its 30 deep water berths and 30 container cranes are supported by a network of local roads, interstate freeways, warehouses, and intermodal rail yards which are necessary to move cargo to final destinations. A significant percentage of the freight that passes through the port is transported to or from the area through the Union Pacific and Burlington Northern/Santa Fe railroad terminals.

From 1985 to 1995, the Port experienced a 74% growth in revenue tonnage. Principal exports in 1995 included fruits, nuts and vegetables, wastepaper, meat and poultry, chemicals, wood and lumber and industrial machinery. Principal imports in the same year were auto parts, computer equipment, clothing, meat, lumber, iron and steel.

Direct employment in seaport activities was estimated at 8,800 jobs in 1995. Seaport activities that year were estimated to have a total economic impact of \$1.3 billion.

*"Passenger and goods movement through the port via ship and rail is increasing substantially."*

*- John Glover, Port of Oakland*



## **Vision for the Future**

Continued success of the seaport is strongly supported by the Element. The Policy Framework envisions the expansion of seaport activities and facilities, coupled with measures to minimize effects of land use conflicts felt in nearby West Oakland neighborhoods.

Opportunities for additions and changes to facilities are offered by potential expansion of Port activities onto portions of former military installations (FISC, Oakland Army Base) being planned through the Oakland Base Reuse Authority process. Consolidation in the railroad industry make possible changes to the extensive rail yards that are part of the Seaport, and improved access is offered by the new Cypress Freeway. Other physical changes to the Seaport area will include completion of the Joint Intermodal Terminal and provision of public shoreline access at locations previously unavailable to the public.

Significant investments are proposed to strengthen Oakland's competitive ability as a major West Coast seaport and to provide facilities for substantial expansion of the Port's cargo handling capabilities. These include the next phase of channel dredging to accommodate modern vessels, development of a major intermodal terminal/rail facility, and substantial enlarging of land acreage for maritime operations (including FISC) allowing development of additional container-ship berths and adjacent terminal areas.

## **Achieving the Vision**

The majority of the seaport, including most of the FISC site, is given a designation of "General Industry and Transportation" on the Land Use Diagram. The Army Base, which is scheduled to revert to civilian use, is undergoing planning through the Oakland Base Reuse Authority (OBRA). The Land Use Element designates the Army Base west of Maritime as General Industrial and Transportation, and east of Maritime as Business Mix, to reflect the economic importance of this area to the city as a whole. The Army Base represents one of the last remaining large tracts of land available for industrial development at a large scale. The "finger piers" at the foot of Maritime near Middle Harbor Road are designated as Open Space. (The General Plan land use classifications are described more fully in Chapter 3). Access for cars, bicycles, and pedestrians will need to be developed and maintained to reach the Bay Trail, the new park planned for the Finger Piers, and to the new park planned for the Bay Bridge terminus.

Several transportation improvements critical to expanding seaport capacity are described in general terms on the Transportation Diagram and in the Strategic Transportation Improvements section of Chapter 3. Bound by the City's General Plan, the Port of Oakland will implement both the land use and transportation components of the Element by developing those activities consistent with the mission of the seaport and with its continued growth and success. The Port is also participating with the city and the Bay Conservation and Development Commission in the planning and development of increased public access to the shoreline.

Resolution of conflicts between the Port, Seaport users, and West Oakland neighborhoods adjoining the seaport will be achieved in part through implementation of the Land Use and Transportation diagrams and policy, and, more importantly, through a commitment to enforcement of existing regulations regarding parking and container storage.

## **Airport / Gateway Showcase**

The Metropolitan Oakland International Airport (MOIA) is a point of destination and departure for people and goods--a true international gateway to Oakland. The Airport Showcase is devoted to the safe and efficient movement of people and cargo, promoting both economic growth and mobility. Aviation activities at the airport are linked to local, regional, and national transportation systems--to trucks, buses, BART, the Interstate Highways and local streets.

The airport fuels other businesses by providing related support services and products. Airport operations stimulate cargo and distribution operations, as well as visitor-serving businesses in the Hegenberger Road corridor. The airport's success in moving both cargo and passenger traffic necessitates planning and facility development to meet growing demand.

### **Facts and Figures**

Established by the Board of Port Commissioners of the City of Oakland in 1927, the airport occupies 2,600 acres in the southwestern corner of the City. MOIA is the most centrally-located airport for travelers and cargo customers in the San Francisco Bay Area. Convenience and the breadth of passenger and cargo services have promoted continued increases in passenger and cargo movement over the years.

In 1996, close to 10 million passengers used the 11 major domestic and international airlines based at the MOIA. Weekly, more than 1,200 commercial flights connect Oakland to cities throughout the

US, Canada, Mexico and Europe. Further, MOIA handles nearly half of all Bay Area air cargo, moving more than one billion pounds of air freight and over 76 million pounds of air mail in 1996. The success of the Airport's cargo operations have helped to attract other distribution and air cargo businesses to the area in and around the Airport and plays a key role in the economic development future for Oakland and the immediate region.

The airport creates substantial social and economic benefits for the City and region. Approximately 7,400 people are employed in aviation-related jobs, mostly in and around the airport, with 2,200 of them in cargo-related jobs. This level of employment represents about 1% of all employment in Alameda County. Annual economic impact of airport activities was estimated in 1994 at over three billion dollars, with over \$50 million annually paid in state and local taxes.



### **Vision for the Future**

Recognizing the Airport's importance to the City and region, the General Plan's vision is to capitalize on the economic benefits of the airport and jobs created by its growth, and to improve the Hegenberger gateway into a regional attraction. The Elements also support continued growth in related activities such as cargo handling and distribution, visitor accommodations and services in the Hegenberger Road area, and transportation services to provide access for airport patrons and employees.

Growth at the Airport highlights the need for much-needed improvements (which are underway) in the vicinity of Hegenberger Road and 98th Avenue. Direct access to the airport via 98th Avenue has been completed, and improvements to Hegenberger are expected to attract more businesses, serving visitors and residents, and to provide the confidence in the area's future needed to spur additional private investment.

The Port of Oakland is proposing a major expansion of cargo and passenger facilities, called the Airport Development Program (ADP). Intended to accommodate close to 14 million air passengers per year by the year 2000, the program includes improvements to both the airport itself and the transportation system serving it. Passenger and air cargo terminals will be improved, airline support facilities added, landside access improvements made, and additional parking and rental car facilities constructed as part of the program. It is probable that over the 20 year life of the General Plan, further facilities improvements would be made at the Airport.



One of the ADP transportation improvements is the Airport Roadway Project, a voter-approved project by the Alameda County Transportation Authority in cooperation with the Port of Oakland, the City of Oakland, and the City of Alameda to improve access to the Airport and Harbor Bay Isle in Alameda. Another Showcase transportation project is a new connection between BART and the airport using fixed-guideway technology. (See description of Transportation Improvements in Chapter 3.)

Full construction of the Airport Development Program would support the creation of about 2800 new aviation jobs and 3,000 new induced jobs by the year 2000. By 2010, 4,800 new direct jobs and 1,700 new induced jobs would be created, for a total of almost 23,000 jobs related to Airport activity.

### **Achieving the Vision**

The pattern of classifications on the Land Use and Transportation Diagram reflects the Showcase's multiple functions. The Airport itself is mapped for "General Industry and Transportation" use. That classification will permit aviation-related and commercial operations including aircraft maintenance and repair as well as normal terminal operations and operations of related facilities such as car rental, food service, gift shops, etc.

The Hegenberger Road frontage is designated for regional commercial uses to capture the potential of the corridor to serve as a more attractive gateway to the City, especially in the airport area. Key areas for new hotels and regional serving commercial areas, as well as business mix areas are located along Hegenberger both east and west of the freeway. The Business Mix designation allows for a wide range of activity, including cargo handling and distribution businesses associated with Airport operations. 98th Avenue, recently widened and modernized to accommodate increasing airport traffic, is expected to serve as the primary route to and from the airport, serving travelers on both I-880 and I-580 with direct access to the terminals.

The Martin Luther King Regional Shoreline and the Galbraith Golf Course, to re-open in the year 2000 as the City's premiere municipal golf course, enhance the Showcase environment. Natural resource areas presently existing will be expanded with implementation of Port plans for an extensive wetlands restoration project and interpretive area.

Planning for Metropolitan Oakland International Airport requires a multi-jurisdictional orientation because the boundaries of the airport adjoin land in the neighboring cities of Alameda and San

Leandro as well as Oakland. Airport operations and changes in facilities and activities must account for input from neighboring jurisdictions concerned about impacts relating to safety, traffic, and noise. A unique interjurisdictional cooperative planning effort between the City, Port, and San Leandro is underway to create a spectacular gateway with a unified theme. Additionally, a number of regulatory and planning agencies, including the Federal Aviation Authority, the Alameda County Land Use Commission, and the Bay Conservation and Development Commission concern themselves with Airport operations, plans, and impacts.

**ECONOMY****Objective W5**

**Enhance and promote the Port of Oakland as the waterfront's major economic generator for Oakland.**

**Seaport and Airport Objectives & Policies**

*To assure the continued health and growth of Oakland's shipping industry, and the benefits provided to Oakland, the Port of Oakland's maritime and aviation operations should be enhanced and supported wherever possible.*

**Policy W5.1 Conserving Land for Airport and Seaport Use.**

Lands needed for maritime and aviation operations are of local, regional, national, and international importance and should be recognized as a valuable economic resource. The development of these lands to enhance maritime and aviation functions should be encouraged.

**Policy W5.2 Defining Seaport and Airport Uses.**

Pursuant to the Port of Oakland's mission and the 'Trust Provisions' established by the State of California, Port controlled property within the Seaport and Airport areas should be primarily used for purposes that are unique to a modern seaport or airport, require water frontage or access to regional airspace, relate to port operations and expansion, or are dependent on proximity to maritime and/or aviation facilities. Examples of such activities include:

- ♦ Cargo handling; Ship and Aircraft Handling/Building/Repair; Commercial Fishing, etc.
- ♦ Cargo Industry Services, e.g. Warehousing, Distribution, Freight Forwarding, Container Storage and Repair, etc.
- ♦ Passenger Services, e.g. Ferry facilities, Shuttle and Car Rental Facilities, Reservations and Ticketing, Flight Catering, Baggage Handling, Parking, Hotels, etc.
- ♦ Ancillary and Support Services, e.g. Truck and Rail Operations and Associated Services, Administration, Customs, Education/Training Facilities, etc.

**ECONOMY****Objective W6**

**Develop the seaport and airport as northern California's major international gateway and hubs of the national, regional, and local transportation network.**

*Oakland's mid-coast location offers unparalleled access to and from International markets. Dredging of the outer and middle harbors, installation of the Joint Intermodal Terminal (ship to rail), and improvements to airline terminals and facilities will all contribute to making Oakland's port the best on the West Coast.*

**Policy W6.1 Maintaining a Competitive Edge.**

In order to maintain international stature and competitiveness, the Port should continue to develop, expand, or otherwise modernize facilities and/or support infrastructure to enhance its overall efficiency and capabilities to handle increasing amounts of cargo and passengers. Examples include:



- ◆ Outer harbor terminals expansion and modernization
- ◆ Channel deepening as necessary
- ◆ Consolidation of rail services and facilities
- ◆ Air passenger terminals expansion and modernization
- ◆ Expansion of air cargo services and facilities
- ◆ Improvement of BART/Airport access and other public transportation access
- ◆ Continued development of ferry service
- ◆ Expansion of telecommunications and utility networks

**Policy W6.2 Developing Areas Adjacent to the Airport.**

Development of sites proximate to airport flight paths should be in conformance with Federal and State standards, as articulated in Federal Aviation Regulation, Part 77, part 150, and ALUC planning guidelines., and any other applicable regulations and amendments.

**Policy W6.3 Enhancing Intermodal Transportation.**

Transportation corridors which serve the harbor/airport terminals should be preserved and enhanced to accommodate higher capacities, service and safety levels, and intermodal connections.

## ECONOMY

### Objective W7

**Capitalize on the seaport and airport for increased economic activity and jobs in Oakland.**

*The Port's expanding operations provide good jobs and an essential economic boost to Oakland. A spin-off benefit of Port operations is the rapid development of many businesses that support the shipping industry and the people who work there. These "secondary" businesses, such as freight delivery, distribution centers, truck stops, hotels, entertainment, and restaurants, are a vital and ever-increasing source of employment in Oakland's economy.*

**Policy W7.1 Developing Lands In the Vicinity of the Seaport/Airport.**

Outside the seaport and airport, land should be developed with a variety of uses that benefit from the close proximity to the seaport and airport and that enhance the unique characteristics of the seaport and airport. These lands should be developed with uses which can buffer adjacent neighborhoods from impacts related to such activities.

**Policy W7.2 Encouraging Commercial and Industrial Uses.**

Other commercial and industrial uses should be encouraged at appropriate locations (Port-owned or not) where they can provide economic opportunity to the community at large.

**Policy W7.3 Encouraging International Trade.**

The City and Port should encourage the development of uses, facilities, and services which enhance the City's role in international trade and tourism. Examples include:

- Foreign Trade Zones
- ♦ Customs Facilities
- ♦ Trade and Tourism Marketing
- ♦ Tourist facilities and services, convention halls, hotels, etc.

**Policy W7.4 Job Opportunity Programs**

The Port of Oakland should develop and expand programs to provide job opportunities, as well as business development assistance, for Oakland residents.

## MIXED USE WATERFRONT SHOWCASE

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*"Can the Waterfront Be More  
Than a Port?"*

*League of Women Voters, Waterfront Study, 1995*

Oakland has the longest and most varied shoreline of any city in the Bay Area, with natural areas and industrial plants, one-of-a-kind artist's studios, restaurants, and multiplex theaters. The estuary area's buildings vary as much as its uses: the arcades of the produce market contrast with the vastness of the Port's Ninth Avenue Terminal and the newness of Barnes and Noble's spacious store at the foot of Broadway; while large industrial sites like Con Agra present environments that contrast with the calm of the Martin Luther King Junior Regional Shoreline or the quaintness of the Quinn's Lighthouse area of smaller offices and restaurants.

Despite the waterfront's extent and its attractions, physical barriers have cut it off from the rest of Oakland. Access to and along the estuary has emerged as a key concern for residents. The part of the waterfront best known to many Oakland residents and visitors is Jack London Square, centered around lower Broadway, effectively an extension of Downtown. The success of Jack London Square's entertainment, shopping, hospitality and special-events district demonstrates the value of actively yet patiently pursuing a vision.

### Facts and Figures

The Estuary shoreline has experienced tremendous change over the past several decades. The nature of industry in general and the development of container terminals have changed the role of land uses in this area. This has created an opportunity for a more diverse and public waterfront along the estuary, starting southeast of the seaport and continuing to Damon Slough. Functionally, and for planning purposes, the estuary portion of the waterfront is divided into three subareas, which have been somewhat modified by the Estuary Planing process. For this document, we have analyzed and created policy for three areas:

The **Jack London District** includes Jack London Square, Phase II of Jack London Square, the off price retail area, the Produce Market, and the residential area. The area is bounded by Martin Luther King Boulevard, Oak Street, Interstate 880 and the estuary. The transformation of the Jack London District is well under way, and the overall area has potential for additional development in the future. The mix of uses found in the area has established itself after an intensive, 20-year



revitalization effort that has resulted in the area's vibrant mixed use character. Opportunities may exist as the Produce Market faces obsolescence due to the pressures of new distribution systems.

The **Embarcadero Cove** area includes a narrow crescent of land bounded by Estuary Park, Channel Park, Interstate 880, Dennison Street, and the estuary. This area includes Estuary Park, land on both sides of the Channel, Oak through the 9th Avenue Terminal, and a mix of uses including business park, boat sales, hotel/motel and restaurant, closer to Dennison Street Bridge. The area from Estuary Park through 9th Avenue Terminal has the greatest potential for redevelopment and opportunity for a major civic open space on the estuary. It can further be linked up on both sides of the channel for a strong connection to Lake Merritt and the public and quasi-public civic uses that currently border the channel. Although this stretch of the waterfront is dominated by the freeway, which has a great impact on the character of the area, improved roadway access to and from the San Antonio neighborhoods and a proposed Embarcadero waterfront parkway can begin to break the physical barriers to this area.

The **Fruitvale Waterfront** includes Union Point, significant industrial uses, artist live/work communities, and Damon Slough/San Leandro Bay. The area is bounded by Dennison Street Bridge, Interstate 880, Damon Slough, and the estuary. It has smaller-scale uses, housing, and industrial/warehouse uses. Major industrial users include a number of food processing businesses including Con Agra, Kilpatrick's bakery, and Mi Rancho. Occasional points for public access are along this section of the estuary. Opportunities for improved public access exist along the shoreline from Derby Street to Lancaster Street to the Fruitvale Fishing Pier as a public greenway and boardwalk and continues south of the fishing pier to the High Street Bridge. Additionally, potential public open spaces are at Union Point and at the end of Derby and Lancaster Streets.

### **Vision for the Future**

Better connecting the waterfront to the city and shifting perceptions toward Oakland as a true Waterfront City is envisioned and most achievable along the estuary shore where connections can be made to the Downtown and neighborhood areas. This idea has implications for land use, transportation, urban design, and even the process of planning for the waterfront's future.

Land use, public access, and transportation objectives for the estuary portion of the waterfront are included in the Policy Framework and in the Estuary Plan. Additional public access objectives and

policies will be part of the Public Access Plan being prepared jointly by the City, the Port, and the Bay Conservation and Development Commission.

The Jack London and Embarcadero areas are to continue to be dominated by a mix and intensification of uses at the base of Broadway and changes at key opportunity sites which may include the Produce District, Jack London Phase Village area, and Oak through 9th Avenue Terminal. In the Fruitvale Waterfront, the mix of industry, manufacturing, and housing is to be retained, but over time industrial uses adjoining the shoreline should transition to uses that take advantage of the estuary edge and offer opportunities for public access.

Transforming Oakland into a waterfront city means overcoming the barriers imposed by the transportation systems and the City/Port jurisdictional boundaries. Improved land, water, pedestrian, transit and bike connections between the waterfront and downtown are required, as is greater clarity and connection to the freeway system. Perhaps most important of all, if Oakland is to be more aware of the waterfront's setting and offerings, it will need to improve connections to the West Oakland, downtown, San Antonio, Fruitvale, and East Oakland neighborhoods that have for many decades not been able to enjoy the benefits of proximity to the waterfront. Improvements are identified in the Element's Land Use and Transportation Plan and in the Waterfront Estuary Plan.

### **Achieving the Vision**

The Mixed-Use Waterfront Showcase has subdistricts differentiated by location, use, urban design features, and natural features. The area is addressed by a focused Policy Framework that reflects its importance to the community and to the General Plan. The Land Use diagram applies a single classification for the area, capturing the idea of a mixed use district. This district has a more detailed study, the Estuary Plan, to be integrated as part of the General Plan, that enhances and better defines the estuary subdistricts. More detailed land use classifications that respond to the unique character of the waterfront will be incorporated into the General Plan. Achieving the vision of the waterfront will require continued cooperation and coordination with the City and the Port, as well as coordination with the City of Alameda. The importance of multi-modal transportation improvements makes coordination with CalTrans, MTC, BART, and other transportation agencies equally essential.

## FURTHER DETAILED PLANS FOR THE ESTUARY

### Objective W8

**Provide a comprehensive planning framework, for the Jack London Square, the Embarcadero Cove, and the Fruitvale Waterfront Area. In addition to these general objectives and polices, the Estuary Plan, which will be adopted as part of the General Plan, and will provide additional detail as specified.**

## The Mixed Use Waterfront Area

*The Mixed-Use Waterfront, or the area covered by the Estuary Plan, covers three distinct regions of the waterfront: Jack London Square area, Embarcadero Cove area, and the Fruitvale Waterfront. These areas may be described with slightly different boundaries as a result of the Estuary Planning process, however, the overarching set of policies below are intended to guide the creation and production of the Estuary Plan, which will provide more specific General Plan guidance for each area.*

### Policy W8.1 Defining the Interim Relationship of the General Plan and Estuary Plan.

In the interim period until the Estuary Plan is adopted the City and Port will cooperate on the review of significant projects in the Estuary Plan to ensure consistency with the goals and intent of the General Plan.

### Policy W8.2 Defining the Relationship of General Plan and Estuary Plan Upon Completion.

The Estuary Plan shall be adopted as part of the General Plan. The following elements shall be included in the General Plan:

- policies governing future land use, transportation, and development
- clearly defined and differentiated land use classifications to reflect the diversity of uses within the study area (not a single classification)
- a statement of population density and building intensity recommended for all land use classifications
- the desired characteristics of each land use classification
- appropriate design standards
- an implementation program including a framework for sustained institutional collaboration and comprehensive implementation

### Policy W8.3 Assuring Implementation of the General Plan and Estuary Plan in the Port Area.

The City and Port through the Estuary Plan should develop mechanisms that ensure cooperative implementation. The Estuary Plan should include specific recommendations to build on and further City/Port cooperation to implement the jointly developed plan.



## MIXED USE AND THE WATERFRONT'S UNIQUE CHARACTER

### Objective W 9

Develop and encourage mixed use areas along the estuary shoreline, while enhancing and promoting economic opportunities in Oakland which take advantage of the waterfront's unique character to attract public uses and activities.

*Providing for a mix of land uses with appropriate transportation options is one important component of a sustainable city. Mixed use development will be sought in the emerging waterfront growth areas.*

*Development of attractions, including public art, that excite, inform, invite and tell the history of Oakland and its unique waterfront is an important component of shoreline development.*

#### **Policy W9.1 Defining Mixed-Use Along the Estuary.**

Mixed use areas are areas or developments where residential uses are integrated with other non-residential uses such as commercial, recreation, and industrial areas. Live/work units are appropriate mixed use developments and unique residential opportunities for the waterfront.

#### **Policy W9.2 Encouraging Mixed Land Uses Along the Estuary.**

Mixed land uses should be encouraged in areas where the integration of housing with other compatible uses will add to the overall environmental, social, and economic vitality of the waterfront, and will create a safe environment.

#### **Policy W9.3 Defining Development Characteristics Along the Estuary.**

Mixed use and residential developments should be sensitive to adjacent properties and designed to enhance the existing and unique characteristics of the waterfront and immediate surroundings. Individual properties should be designed to encourage and provide sufficient public access to the waterfront and designed to avoid the feeling of "gated" or private communities.

#### **Policy W9.4 Defining Density Along the Estuary..**

Higher residential densities should be permitted in appropriate areas along the estuary where design and development intensity allows for the preservation of public views, vistas, open space, and waterfront access. Access to transportation corridors and transit should be promoted.

#### **Policy W9.5 Defining Development Intensity Along the Estuary.**

Development along the estuary shore should reflect higher intensity mixed use activities and areas at Jack London Square. The balance of development along the estuary should be of lower intensity than at Jack London Square; however, higher density nodes of development may be appropriate at key locations. Access to transportation corridors and transit should be provided. The development intensity should significantly decrease adjacent to Martin Luther King Jr. Regional Shoreline.

**Policy W9.6 Developing Housing Along the Estuary: Quality, Type, and Services.**

Housing quality, type, and services should be developed in a manner that is consistent with the policies and requirements of: future detailed plans created for the Waterfront; the Housing Element of the General Plan; the City's Building Code; and/or other appropriate codes or regulations.

**Policy W9.7 Supporting Existing Residential Communities Along the Estuary.**

The existing residential communities within and adjacent to the waterfront should be supported and enhanced.

**Policy W9.8 Taking Advantage of the Unique Waterfront Setting Along the Estuary.**

Programmed events and activities that take advantage of the unique waterfront setting should be encouraged. Appropriately scaled conference and convention facilities, hotels, etc., and businesses that benefit from the close proximity to the seaport and airport should be encouraged and be consistent with City economic development strategies. These uses may include retail, restaurants, destination entertainment, waterfront-related commercial, and recreational services (boat tours, water taxis, etc.)

## The Jack London Square District of the Mixed-Use Waterfront

*The Jack London Square commercial and entertainment area of the waterfront is the portion of the shoreline most widely known and used by Oakland residents and visitors. Efforts are being made to further define and enhance this area, and establish easy connections to Downtown and close-by neighborhoods.*

**Policy W10.1 Defining Boundaries of Jack London Square.**

The area should be generally bounded by Adeline Street, Interstate 880, Channel Park, and the shoreline.

**Policy W10.2 Defining Jack London Square Land Uses**

The area should reflect its current dominant use of commercial and entertainment uses and activities such as restaurants, retail, theater, hotel, farmers market, concert series, boat shows, and other entertainment and cultural activities. Other appropriate uses include office, live/work, and waterfront density residential development as described in the Land Use Classifications in Chapter 3.

**Policy W10.3 Defining Jack London Square Development Intensity and Characteristics.**

Development in this area should be high intensity commercial, entertainment, and cultural activities which capitalize on proximity to downtown, existing area of bigger establishments retailing durable goods, existing produce market area with offices and live/work spaces, and proximity to ferry and AMTRAK stations. Development must be sensitive to open, public gathering spaces such as boardwalks, open plazas, outside eating areas for restaurants, etc. Properties along the shoreline should be particularly sensitive to public uses and multiple modes of public access due to the unique potential for direct water access and viewing opportunities of the estuary, San Francisco Bay, City of Alameda, San Francisco skyline, and Port of Oakland shipping activity.

**Policy W10.4 Defining Jack London Square Mixed Use Characteristics**

The character of this area should be mixed use. Higher density housing, single use housing, and live/work lofts and units are appropriate within the area and developments. Mixed use should be sensitive to the surrounding character and design of existing buildings as well as the desire to have the shoreline fully accessible to the public.

**Policy W10.5 Reusing the Produce Market Area.**

If preservation of the Produce Market on its current site is not feasible, appropriate reuse of the area should be explored with consideration of a mixture of uses including retail commercial, office, and live/work units.

**Policy W10.6 Specifying Public Access and Linkages**

Public access along the estuary should be facilitated by commercial and active recreational uses. Physical access is important to and between uses and activities along the waterfront, particularly along the shoreline. Opportunities for landscaped and signed linkages along Broadway, Webster, Harrison, and Oak streets, as well as the Lake Merritt Channel, should be developed for (land and water) auto, bicycle, pedestrian, and public transportation.

**Policy W10.7 Jack London Square Area Design Criteria**

Developments in this area should be designed to enhance direct access to and along the water's edge, maximize waterfront views and vistas, and make inviting public pedestrian access and spaces. Development and amenities must be sensitive to the surrounding character of pedestrian-oriented activities with focus on cultural and retail entertainment. Traditional and



historic buildings and structures are character defining and should be preserved, adapted for new uses, or integrated into new development, where feasible.

## Embarcadero Cove Area of the Mixed-Use Waterfront

*The Embarcadero Cove area has the potential to develop into a strong mix of distinctive living enclaves among lighter industrial and visitor-serving commercial businesses. Public access from the 16th Street overpass should make this area a favorite for nearby residents and visitors who wish to be near the water.*

### **Policy W11.1. Defining Embarcadero Cove Boundaries.**

The area should be generally bounded by Channel Park, Interstate 880, Dennison Street, and the shoreline.

### **Policy W11.2. Defining Embarcadero Cove Land Uses.**

The area should reflect its current variety of uses in areas with distinct characteristics. The area around Inner Harbor and 9th Street Terminal has an artist community mixed with some industrial uses that should be supported. Other uses such as commercial/service uses (restaurants, retail, office, hotel/motel, etc.) may be appropriate as well as a marina with support services.

### **Policy W11.3 Defining Embarcadero Cove Development Intensity and Characteristics.**

The development intensity of the area should be moderate with lower use intensity and density than Jack London Square; however, nodes of higher intensity development may be appropriate. Access to transportation corridors and transit should be provided. Development intensity should be sensitive to the open feeling of the marina and view opportunities. Overall development of the area must be sensitive to the close proximity of the water's edge. Properties along the shoreline should be planned; developed and operated with particular sensitivity to public access.

### **Policy W11.4 Defining Embarcadero Cove Mixed Use Characteristics.**

The mixed use character for this area should incorporate a variety of uses throughout, including artist residential use, where appropriate.

## The Fruitvale Waterfront Area of the Mixed-Use Waterfront

### **Policy W11.5 Specifying Public Access and Linkages.**

Public access and linkages should be provided from the San Antonio neighborhoods to the Embarcadero Cove. Signage, landscaping, and gateways should be provided, where necessary, to access points and pathways.

### **Policy W11.6 Defining Embarcadero Cove Design Criteria.**

Development in this area should be designed to enhance direct access to and along the water's edge, maximize the waterfront views and vistas, and make the public pedestrian access and spaces inviting. Development and amenities must be sensitive to immediate surroundings.

*Fruitvale area neighborhoods are keen to have improved waterfront access, and are working with the Port, other landholders, and investors to create open space or trail opportunities in this area. Assisting the compatible coexistence of existing manufacturing, light industry, and housing in this area is an ongoing challenge that requires careful site planning and development of innovative buffering techniques.*

### **Policy W12.1 Defining Fruitvale Waterfront Boundaries.**

This area should be generally bounded by Dennison Street, Interstate 880, Damon Slough Channel, and the shoreline.

### **Policy W12.2 Defining Fruitvale Waterfront Land Uses.**

This area should allow for the current use of existing industry and manufacturing uses as well as residential use; however, the area should be promoted for uses that better utilize the waterfront's unique position in the City. Depending on the level of intensity, uses that can benefit from close proximity to the airport and business park may be appropriate. Commercial businesses, recreation, and housing should be able to coexist in this area with appropriate buffering measures.

### **Policy W12.3 Defining Fruitvale Waterfront Development Intensity and Characteristics.**

This area should reflect a combination of intensities, generally lower than lands to the east, but with special commercial nodes and extensive open space and public access.

### **Policy W12.4 Defining Mixed Use Characteristics.**

The mixed use characteristics for the area should incorporate office, commercial, and industrial uses, with recreation facilities and housing where appropriate and feasible.

**Policy W12.5 Mitigating Land Use Conflicts.**

Since this area is and may continue to be an area that has a variety of uses including industrial, incompatibilities should be mitigated through appropriate site planning, landscaping, and buffering.

**Policy W12.6 Specifying Public Access and Linkages.**

With a residential community, the Kennedy Tract neighborhood, adjacent to the waterfront, efforts should be made to create inviting, landscaped, and signed connections and gateways to the waterfront. Support efforts in developing access to the Fruitvale Bridge fishing pier and additional open space.

**Policy W12.7. Defining Design Criteria.**

Development in this area should be designed to enhance direct access to and along the water's edge, maximize waterfront views and vistas, and make public pedestrian access and spaces inviting. Development and amenities must be sensitive to immediate surroundings.





## Neighborhoods

**QuickTime™ and a  
Photo CD Decompressor  
are needed to use this picture**

**Montclair Park**



**Victorian Housing in West Oakland**



**His-Men Hin Nu**

**Lois the Pie Queen**



**Live-Work Development**

*Envision yourself living in a distinctive and attractive Oakland neighborhood. Its unique mix of architectural styles, landscaping, community facilities, and people help identify this community. In the heart of the neighborhood is an Activity Center, which serves as the focus of neighborhood life. This cluster of shops, small businesses, community services, and homes help create a sense of community and belonging. The parks and schools distributed throughout the area further support this active community. The neighborhood has been preserved and protected from incompatible development. Higher-density housing, geared to meet the needs of a growing population has risen elsewhere; in the downtown, near the waterfront, and along major thoroughfares where public transit is readily available. Oakland's neighborhoods are clean, attractive, and diverse.*

## Goals for Oakland's Neighborhoods

*"Successful neighborhoods provide fundamental, unique qualities and places that are essential in thriving cities. In such an environment, residents gain a sense of place and pride in where they live. The basic elements vary in their completeness throughout Oakland's neighborhoods. An overriding objective of this Plan is to conserve, expand, and enhance these qualities to improve the city as a whole."*

- Art Clark, General Plan Congress, 1997

The Policy Framework for neighborhoods is geared toward strengthening and expanding the framework of healthy, cohesive, and identifiable neighborhoods throughout the City. These are the principle goals for Oakland's neighborhood areas, followed by a discussion of each policy theme.

- ◆ Foster healthy, vital, and distinctive neighborhoods with adequate open space (See also the Open Space, Conservation and Recreation Element of the General Plan).
- ◆ Encourage quality housing for a range of incomes in Oakland's neighborhoods.
- ◆ Encourage thriving, diverse, and attractive shopping districts in Oakland's neighborhoods to provide a variety of goods, services, and entertainment, and that are oriented to and well served by public transit, pedestrian, and bicycle facilities.
- ◆ Design neighborhoods that encourage and support alternative transportation types.

**Neighborhood Identity:** A sense of community is derived from strong neighborhood identity. Neighborhood policies are directed toward strengthening the character of Oakland's neighborhoods through compatibility of design and land uses, through local improvement programs, and by recognizing neighborhood patterns when establishing city service areas.

**Neighborhood Conservation:** Residential neighborhoods occupy the largest percentage of land in Oakland, and provide housing, character, a sense of community, and diversity. Policies seek to preserve areas that are predominantly low density and to ensure that infill development is compatible. (Refer also to the Housing and Historic Preservation Elements of the General Plan).

**Neighborhood Activity Centers:** Local shopping districts should serve as cultural, civic, social, and economic centers for each neighborhood and should be served by transit. Customer-based public and community-based services such as post offices, senior centers, branch libraries, and homework centers should locate in designated activity centers.

**Targeted Growth:** Neighborhood policies direct new moderate and higher density housing away from lower density neighborhoods, toward parts of the City that are accessible by transit, such as areas near transit stations and transit corridors, downtown, or the waterfront.

**Compatibility of Development:** Neighborhoods should be protected from incompatible types of development. In areas where incompatibilities exist, policies prescribe ways to buffer the negative impacts of conflicting land uses which cause a degradation in the quality of life.



Objectives and policies in this section address all physical aspects of neighborhoods: housing areas, neighborhood activity centers, civic and institutional uses, and open space. Locations where housing areas should be maintained and enhanced, and those where housing should be added are addressed in policies in this section, and shown in the Strategy Diagram in Chapter 3. Other issues addressed include land use incompatibilities and availability of public facilities and services.

Readers who are interested in more data and policies relating to programs for housing conservation, affordability and opportunity should consult the General Plan Housing Element. For more detailed information on parks and open space, consult the Open Space, Conservation, and Recreation Element, and for preservation of historic resources, the Historic Preservation Element.

## Neighborhood Objectives and Policies

*Commercial activity is essential to vital and dynamic neighborhoods. The Policy Framework calls for neighborhood commercial areas in the neighborhoods to be concentrated, neighborhood-oriented and pedestrian oriented, thereby creating activity centers that are accessible and friendly to nearby residents. Long commercial corridors are to be segmented into areas of distinct activity, with housing linking designated commercial areas.*

### Commercial Areas

#### Objective N1

**Provide for healthy, vital, and accessible commercial areas in the neighborhoods that help meet local consumer needs.**

#### **Policy N1.1 Concentrating Commercial Development.**

Commercial development in the neighborhoods should be concentrated in areas that are economically viable and provide opportunities for smaller scale, neighborhood-oriented retail.

#### **Policy N1.2 Placing Public Transit Stops.**

The majority of commercial development should be accessible by public transit. Public transit stops should be placed at strategic locations in Neighborhood Activity Centers and Transit-Oriented Districts to promote browsing and shopping by transit users.

#### **Policy N1.3 Locating Parking Facilities**

Wherever feasible, and desired by merchants and residents, the City should construct strategically located, safe, and attractive off-street parking facilities in Neighborhood Activity Centers. Use of in lieu fees, parking assessment districts, or other programs to pay for these facilities should be explored.

#### **Policy N1.4 Locating Large Scale Commercial Activities.**

Commercial uses, which serve long term retail needs or regional consumers and which primarily offer high volume goods, should be located in areas visible or amenable to high

volumes of traffic. Traffic generated by large scale commercial developments should be directed to arterial streets and freeways and not adversely affect nearby residential streets.

**Policy N1.5 Designing Commercial Development.**

Commercial development should be designed in a manner that is sensitive to surrounding residential uses.

**Policy N1.6 Reviewing Potential Nuisance Activities.**

The City should closely review any proposed new commercial activities that have the potential to create public nuisance or crime problems and monitor those that are existing. These may include isolated commercial or industrial establishments located within residential areas, alcoholic beverage sales activities (excluding restaurants), adult entertainment, or other entertainment activities.

**Policy N1.7 Locating Hotels and Motels.**

Hotels and motels should be encouraged to locate downtown, along the waterfront, near the airport, or along the I-880 corridor. No new hotels or motels should be located elsewhere in the city, however, the development of “bed-and-breakfast” type lodgings should be allowed in the neighborhoods, provided that the use and activities of the establishment do not adversely impact nearby areas, and parking areas are screened.

**Policy N1.8 Making Compatible Development.**

The height and bulk of commercial development in “Neighborhood Mixed-Use Center” and “Community Commercial” areas should be compatible with that which is allowed for residential development.

**Policy N1.9 Locating Major Office Development.**

While office development should be allowed in commercial areas in the neighborhoods, the City should encourage major office development to locate in the downtown.

**CIVIC AND INSTITUTIONAL USES**

**Objective N2**

**Encourage adequate civic, institutional, and educational facilities located within Oakland, appropriately designed and sited to serve the community.**

*Oakland houses a number of renowned educational, medical, and other types of institutional facilities that serve not only the City, but the region as well. Over the course of the life of the General Plan, these institutions will continue to grow and expand to meet the changing demands of their patrons. However, expansion plans have previously raised issues about compatibility with surrounding residential uses. The scale of development, traffic impacts, and removal of housing units have been among the concerns expressed. The General Plan policies will help guide these institutions’ physical and operational changes.*

**Policy N2.1 Designing and Maintaining Institutions.**

As Institutional uses are among the most visible activities in the City and can be sources of community pride, high quality design and upkeep/maintenance should be encouraged. The facilities should be designed and operated in a manner that is sensitive to surrounding residential and other uses.

**Policy N2.2 Providing Distributed Services.**

Provision of government and institutional services should be distributed and coordinated to meet the needs of City residents.

**Policy N2.3 Supporting Institutional Facilities.**

The City should support many uses occurring in institutional facilities where they are compatible with surrounding activities and where the facility site adequately supports the proposed uses.

**Policy N2.4 Locating Services Along Major Streets.**

New large scale community, government, and institutional uses should be located outside of areas that are predominantly residential. Preferably, they should be located along major thoroughfares with easy access to freeways and public transit or in the Downtown.

**Policy N2.5 Balancing City and Local Benefits of Institutions.**

When reviewing land use permit applications for the establishment or expansion of institutional uses, the decision-making body should take into account the institution's overall benefit to the entire Oakland community, as well as its effects upon the immediately surrounding area.

**Policy N2.6 Disposing Public Property.**

Before disposing of schools or other significant public or quasi-public properties that are no longer needed for their original purpose, careful consideration should be given to their possible utilization for other kinds of civic, institutional, or open space uses.

**Policy N2.7 Designing Community Facilities.**

Site design, architecture and operating practices of community facilities should be compatible with the area's desired character, and should include public art, where possible.

**Policy N2.8 Long Range Development Planning**

Require, where legally allowed, and encourage in all other situations, those institutions designated with the "Institutional" land use classification should be required to present Long



Range Operation and Development Plans to the City Planning Commission. While these plans could be binding or non-binding, they should present realistic information regarding the continued operation and/or expansion of the facilities. The City suggests that substantial public input be built into the process of developing the plans. The plans could be required as a part of development applications, or on a periodic basis.

## **HOUSING PRODUCTION, CONSERVATION, AND ENHANCEMENT**

### **Objective N3**

**Encourage the construction, conservation, and enhancement of housing resources in order to meet the current and future needs of the Oakland community.**

*Although Oakland is largely developed, new housing construction is needed to meet the demands of a growing population and address existing overcrowding. The Land Use and Transportation Plan identifies sites for added housing consistent with the Policy Framework's emphasis on maintenance and enhancement of existing neighborhoods. The design of all new housing in the City should take issues such as sunlight, views, and privacy into account. For more information on housing affordability, equal access, or publicly assisted housing, please consult the Housing Element of the General Plan. For preservation policies related to historic properties, refer to the Historic Preservation Element.*

#### **Policy N3.1 Facilitating Housing Construction.**

Facilitating the construction of housing units should be considered a high priority for the City of Oakland.

#### **Policy N3.2 Encouraging Infill Development.**

In order to facilitate the construction of needed housing units, infill development that is consistent with the General Plan should take place throughout the City of Oakland.

#### **Policy N3.3 Facilitating Development of Second Units.**

One accessory housing unit (also known as second or secondary unit) per property should be permitted outright in all residential zones provided that it meets the setback requirements for the primary structure, is clearly secondary to the primary structure, is compatible with other structures on the site and in the vicinity, and the property owner lives on-site. The permitting procedures and performance criteria applied to these units should facilitate construction of units, and not be prohibitive in their requirements. Accessory units should be allowed when a new primary residence is being constructed or may be added to properties with an existing residence.

**Policy N3.4 Constructing Housing on Orphan Lots.**

Construction of housing units on “orphan lots” in residential areas (i.e. lots that are substandard in area but which cannot be increased in size because existing development is located on all sides) should be allowed where the proposed unit meets other applicable standards.

**Policy N3.5 Encouraging Housing Development.**

The City should actively encourage development of housing in designated mixed housing type and urban housing areas, through regulatory and fiscal incentives, assistance in identifying parcels that are appropriate for new development, and other measures.

**Policy N3.6 Encouraging Retention of Dwellings.**

The City strongly encourages the moving of dwellings, which might otherwise be demolished, onto vacant lots, where appropriate, and economically feasible, such as onto infill lots.

**Policy N3.7 Allowing Rebuilding.**

Legal non-conforming residential structures in residential areas may be allowed to be rebuilt at the original density in the case of catastrophic damage or destruction. However, such rebuilding should be subject to development standards and should address other neighborhood concerns, as appropriate.

**Policy N3.8 Requiring High Quality Design.**

High quality design standards should be required of all new residential construction. Design requirements and permitting procedures should be developed and implemented in a manner that is sensitive to the added costs of those requirements and procedures.

**Policy N3.9 Orienting Residential Development.**

Residential developments should be encouraged to face the street, and orient their units to desirable sunlight and views, while avoiding unreasonably blocking sunlight and views for neighboring buildings, respecting the privacy needs of residents of the development and surrounding properties, providing for sufficient conveniently located on-site open space, and avoiding undue noise exposure.

**Policy N3.10 Guiding the Development of Parking .**

Off-street parking for residential buildings should be adequate in amount and conveniently located and laid out, but its visual prominence should be minimized.

## **AFFORDABLE HOUSING**

### **Objective N4**

Actively encourage the provision of affordable housing throughout the Bay Area.

#### **Policy N3.11 Enforcing Codes.**

The City should aggressively enforce the requirements of the City's Housing Code and other applicable regulations on housing of all types.

*See the General Plan Housing Element for detailed discussion of housing needs and City efforts to encourage the provision of affordable housing.*

#### **Policy N4.1 Supporting "Fair Share" Accountability.**

The City is generally supportive of any efforts to establish accountability for communities that do not provide their fair share of affordable housing units.

#### **Policy N4.2 Advocating for Affordable Housing.**

The City encourages local non-profit organizations, affordable housing proponents, the business community, the real estate industry, and other local policy makers to join in efforts to advocate for the provision of affordable housing in communities throughout the Bay Area.

## **RESIDENTIAL AND NON-RESIDENTIAL ACTIVITIES**

### **Objective N5**

Minimize conflicts between residential and non-residential activities while providing opportunities for residents to live and work at the same location.

*The mix of residential and non-residential activities in Oakland neighborhoods is one factor making these areas so dynamic and distinctive. This intermixing of activities is likely to continue as telecommunications and improved technology make living and working at the same location increasingly feasible and desirable. However, both non-residential and residential activities can be negatively impacted if proper consideration of compatibility issues is not taken.*

#### **Policy N5.1**

Residential areas should be buffered and reinforced from conflicting uses through the establishment of performance-based regulations, the removal of non-conforming uses, and other tools.

#### **Policy N5.2**

The City should support and encourage residents desiring to live and work at the same location where neither the residential use nor the work occupation adversely affects nearby properties and the character of the surrounding area.



**HOUSING VARIETY****Objective N6**

**Encourage a mix of housing costs, unit sizes, types, and ownership structures.**

*Oakland presently offers a dramatic variety of household types from singles, multi-generational families, roommates, two-parent and single-parent families, and an increasing number of shared housing arrangements such as co-housing. The policies support continued diversity in unit and ownership type to meet the needs of these different households.*

**Policy N6.1 Mixing Housing Types.**

The City will generally be supportive of a mix of projects that provide a variety of housing types, unit sizes, and lot sizes which are available to households with a range of incomes.

**Policy N6.2 Increasing Home Ownership.**

Housing developments that increase home ownership opportunities for households of all incomes are desirable.

**DETACHED AND MIXED TYPE HOUSING****Objective N7**

**Protect and enhance existing areas of predominantly “Detached Unit” and “Mixed Housing Type” residential development.**

*Oakland’s neighborhoods contain some of the Bay Area’s most attractive architecture and comfortable living environments. However, a number of the City’s low density neighborhoods have been subject to significant development pressures in past decades as a result of land use policies that have allowed the construction of multi-story, multi-unit apartment buildings immediately adjacent to single unit, single story residences. While mixed unit neighborhoods are generally desirable, lack of attention to compatibility concerns has affected the character and stability of some areas of the city. The General Plan policies recommend that new development be compatible with the existing or desired character of an area and that infrastructure and street width/capacity be taken into consideration when analyzing development proposals.*

**Policy N7.1 Ensuring Compatible Development.**

New residential development in Detached Unit and Mixed Housing Type areas should be compatible with the density, scale, design, and existing or desired character of surrounding development.

**Policy N7.2 Defining Compatibility.**

Infrastructure availability, environmental constraints and natural features, emergency response and evacuation times, street width and function, prevailing lot size, predominant development type and height, scenic values, distance from public transit, and desired neighborhood character are among the factors that could be taken into account when developing and mapping zoning designations or determining “compatibility”. These factors should be balanced with the citywide need for additional housing.

*“For this plan to be deemed a success the City must come to an agreement with major neighborhood groups on open space, rezoning, development standards, and housing, to ensure an enhanced quality of life for Oakland residents that will attract business.”*

*- James Servais, General Plan Congress, 1997*

**Policy N7.3**

At least 8,000 square feet of lot area per dwelling unit should be required when land in the hill area is subdivided. Lots smaller than 8,000 square feet may be created only when this ratio is maintained for the parcel being divided.

**Policy N7.4 Designing local streets.**

Local streets should be designed to create an intimate neighborhood environment and not support high speed nor high volumes of traffic. Providing on-site parking for cars and bicycles, planting and maintaining street trees and landscaping, minimizing the width of driveway curb cuts, maintaining streets, bike routes, and sidewalks, and orienting residential buildings toward the street all contribute to the desired environment.

**Policy N7.5 Respecting the Existing Development Pattern.**

Exceptions to the minimum developable lot size may be made in areas where the existing lot and development pattern provides for a substantial number of lots below the minimum otherwise required by zoning regulations.

**Policy N7.6 Developing Subdivided Parcels.**

Development on subdivided parcels should be allowed where site and building design minimize environmental impacts, building intensity and activity can be accommodated by available and planned infrastructure, and site and building designs are compatible with neighborhood character.

**Policy N7.7 Facilitating Lot Consolidation.**

Where full development of subdivided parcels cannot occur due to infrastructure constraints, the City should work with property owners to facilitate lot consolidation that will permit development.

**Policy N7.8 Coordinating Covenants, Conditions, and Restrictions.**

Private development should maintain local Covenants, Conditions, and Restrictions (CC&Rs) that are compatible with city development standards such as lot size, set backs, and height.

**MEDIUM AND HIGHER DENSITY HOUSING****Objective N8**

**Direct urban density and mixed use housing development to locate near transit or commercial corridors, transit stations, the Downtown, waterfront, underutilized properties where residential uses do not presently exist, but may be appropriate, areas where this type of development already exists and is compatible with desired neighborhood character, and other suitable locations.**

*The need for additional housing units in Oakland, coupled with the number of vacant or underutilized properties along the major commercial corridors make those corridors one of the logical locations for future housing development. In addition, the BART stations, Downtown, and the waterfront are areas where the full potential benefits of additional housing have not yet been realized. By directing housing development to these locations, the objective of maintaining the existing low density neighborhoods can be met while continuing to allow adequate locations for housing to be developed to meet projected demand.*

**Policy N8.1 Developing Transit Villages.**

“Transit Village” areas should consist of attached multi-story development on properties near or adjacent to BART stations or other well-used or high volume transit facilities, such as light rail, train, ferry stations, or multiple bus transfer locations. While residential units should be encouraged or part of any transit village, other uses may be included where they will not negatively affect the residential living environment. (See discussion of Transit-Oriented Districts in the Transportation section in this chapter)

**Policy N8.2 Making Compatible Interfaces Between Densities.**

The height of development in Urban Residential and other higher density residential areas should step down as it nears lower density residential areas to minimize conflicts at the interface between the different types of development.

**SENSE OF COMMUNITY****Objective N9**

**Promote a strong sense of community within the city of Oakland, and support and enhance the distinct character of different areas of city, while promoting linkages between them.**

*Oakland’s neighborhoods are one of its greatest assets, both in terms of physical design and sense of community. Oakland neighborhoods are diverse, in part due to the fact that different areas of the City developed incrementally over time. As an example, West Oakland’s collection of Victorian homes are reminders of the City’s earliest neighborhoods, while the ranch style housing in East Oakland arose around the time of World War II and reflects the predominant housing type of that era. Today, the neighborhoods have increasingly distinct identities as households from different cultures bring unique character to their neighborhoods, making them their own. The existing diversity in physical form and cultures are attributes that are supported through the General Plan. Local neighborhood organizations and groups are important participants in maintaining and improving the quality of life in the City. The General Plan is supportive of local improvement efforts and suggests the City facilitate these efforts and support public events and other activities that foster community spirit. Linkages among these neighborhoods will be essential to maintaining a sense of unity across the city.*



*"To understand what is meant by 'The Success of Oakland' requires us to take a step back and see the city is not as a static design or a machine, but as an organic, complex weaving of non-linear systems in time."*

- Rick Phillips, General Plan Congress, Date

**Policy N9.1 Recognizing Distinct Neighborhoods.**

The City should encourage and support the identification of distinct neighborhoods. (Many of these neighborhoods are identified on the Structure Diagram and in the Area View section of the Plan).

**Policy N9.2 Supporting Neighborhood Improvement.**

The City should be supportive of the efforts of local neighborhood organizations in improving their neighborhoods, by providing information, guidance, and assistance where feasible.

**Policy N9.3 Maintaining a Positive Image.**

The City should strive to maintain a positive and safe public image.

**Policy N9.4 Facilitating Public Events.**

Public events, such as street fairs and parades, contribute to vibrant neighborhood life. The City should facilitate and support these events and work with area residents and businesses to manage their impacts.

**Policy N9.5 Marking Significant Sites.**

Identify locations of interest and historic significance by markers, signs, public art, landscape installations, or by other means. (see the Historic Preservation Element for treatment of historic resources).

**Policy N9.6 Respecting Diversity.**

The City's diversity in cultures and populations should be respected and built upon.

**Policy N9.7 Creating Compatible but Diverse Development.**

Diversity in Oakland's built environment should be as valued as the diversity in population. Regulations and permit processes should be geared toward creating compatible and attractive development, rather than "cookie cutter" development.

**Policy N9.8 Preserving History and Community.**

Locations that create a sense of history and community within the City should be identified and preserved where feasible. (see the Historic Preservation Element for more information).

**Policy N9.9 Respecting Architectural Integrity.**

The City encourages rehabilitation efforts which respect the architectural integrity of a building's original style. (see the Historic Preservation Element for more information).

**NEIGHBORHOOD ACTIVITY CENTERS****Objective N10**

**Support and create social, informational, cultural, and active economic centers in the neighborhoods.**

*Some of the most vital areas of the City of Oakland are the neighborhood activity centers where local residents shop, meet, and have a cup of coffee or an ice cream cone. The pedestrian activity, unique shops and services, and older buildings provide the City with a character that stands apart from the homogeneity of much suburban development found today. These activity centers need to be supported through pedestrian amenities such as trees and benches, and recognition of the areas' history. Their importance to the city is reflected by their inclusion in the City Structure Diagram in Section 1 of the Policy Framework. See the Open Space, Conservation, and Recreation Element for more information on street trees.*

**Policy N10.1 Identifying Neighborhood “Activity Centers”.**

Neighborhood activity centers should become identifiable commercial, activity and communication centers for the surrounding neighborhood. The physical design of neighborhood activity centers should support social interaction and attract persons to the area. Some of the attributes that may facilitate this interaction include plazas, pocket parks, outdoor seating on public and private property, ample sidewalk width, street amenities such as trash cans and benches, and attractive landscaping.

**Policy N10.2 Maintaining Public Property.**

The installation of amenities and maintenance of all public-owned property in neighborhood commercial areas should be a high priority for the City.

**PERMITTING/ENFORCEMENT****Objective N11**

**Develop and implement regulations, permitting procedures, and enforcement procedures that allow an open, fair, timely, and fully informed process which involves public participation. These regulations and procedures should be created with the intent of maintaining or establishing a high quality living and a thriving business environment, while reducing barriers to development.**

*While the General Plan provides the policy foundation for future development in Oakland, it largely becomes realized through the creation of Zoning Regulations and implementation of permitting procedures. In an effort to respect the extensive community-based effort that led to the development of the General Plan, the plan mandates consistency between the General Plan and Zoning Regulations. The Plan also discourages the granting of variances which may undermine the integrity of the plan. In terms of enforcement, continued diligence will be needed to reduce public nuisances and activities that violate the General Plan or Zoning Regulations.*

**Policy N11.1 Requiring Zoning Consistency.**

Consistency between the General Plan and Zoning Regulations should be provided within a reasonable time period of adoption of the final elements (i.e., Housing, Safety, or Noise elements) in the 1990's General Plan update. (See the Implementation Agenda item B).

**Policy N11.2 Streamlining Permit Procedures.**

The City of Oakland should review, streamline, modernize, and simplify its permit review procedures to facilitate new construction.

**Policy N11.3 Requiring Strict Compliance with Variance Criteria.**

As variances are exceptions to the adopted regulations and undermine those regulations when approved in large numbers, they should not be granted lightly and without strict compliance with defined conditions, including evidence that hardship will be caused by unique physical or topographic constraints and the owner will be deprived of privileges enjoyed by similar properties, as well as the fact that the variance will not adversely affect the surrounding area nor will it grant special privilege to the property. In those instances where large numbers of variances are being requested, the City should review its policies and regulations and determine whether revisions are necessary.

**Policy N11.4 Alleviating Public Nuisances.**

The City should strive to alleviate public nuisances and unsafe and illegal activities. Code Enforcement efforts should be given as high a priority as facilitating the development process. Public nuisance regulations should be designed to allow community members to use City codes to facilitate nuisance abatement in their neighborhood.

**Policy N11.5 Relying on Local Resources.**

City departments involved in rehabilitation and property maintenance should utilize local community members and groups as resources in their efforts where ever possible.

**Policy N11.6 Suggesting Proactive Developer and Community Relations.**

Prior to submitting required permit application(s), project sponsors of medium and large scale housing developments should be encouraged to meet with established neighborhood groups, adjacent neighbors, and other interested local community members, hear their concerns regarding the proposed project, and take those concerns into consideration. It is suggested that the relationship established between the developer and the community continue throughout the construction process to minimize the impacts of construction activity on the surrounding area.



**INFRASTRUCTURE****Objective N12**

**Provide adequate infrastructure to meet the needs of Oakland's growing community.**

*Infrastructure capacity and availability are critical determinants of future development throughout the City and will be a major factor affecting proposed construction or future annexation requests. The General Plan recommends that consideration be given to the adequacy of infrastructure when contemplating additional development, particularly in the hill areas of Oakland.*

**Policy N12.1 Developing Public Service Facilities.**

The development of public facilities and staffing of safety-related services, such as fire stations, should be sequenced and timed to provide a balance between land use and population growth, and public services at all times.

**Policy N12.2 Making Schools Available.**

Adequate public school capacity should be available to meet the needs of Oakland's growing community.

**Policy N12.3 Making Day Care Available.**

High quality day care should be available throughout Oakland, appropriately sited and designed based on its capacity and attributes.

**Policy N12.4 Undergrounding Utility Lines.**

Electrical, telephone, and related distribution lines should be undergrounded in commercial and residential areas, except where special local conditions such as limited visibility of the poles and wires make this unnecessary. They should also be underground in appropriate institutional, industrial, or other areas and generally along freeways, scenic routes, and heavily traveled streets. Programs should lead systematically toward the eventual undergrounding of all existing lines in such places. Where significant utility extensions are taking place in these areas, such as in new subdivisions, utilities should be installed underground from the start.

**Policy N12.5 Reducing Capital Improvement Disparities.**

In its capital improvement and public services programs, the City should give special priority to reducing deficiencies in, and disparities between, existing residential areas.

**Policy N12.6 Applying Development Standards Within Oakland's Sphere of Influence.**

Potential development of properties outside Oakland's municipal boundary but inside the City's Sphere of Influence shall be governed by the "Agricultural" land use designation of Contra Costa County.







# 3

## POLICIES IN ACTION

The Policy Framework prepared by the General Plan Congress and presented in Chapter 2 establishes the guidelines within which future land use and transportation decisions will be made. Four different tools are used here to delineate the concepts presented in the Policy Framework:

- ♦ Strategy Diagram
- ♦ Transportation Diagram
- ♦ Transportation Improvement Plan
- ♦ Land Use Diagram

The Strategy Diagram shows generalized areas of expected growth and change in Oakland, while the Transportation Diagram explains the basic framework of Oakland's transportation network. Transportation Improvements are planned to support the changes recommended in the Strategy Diagram that identifies areas of growth and change. The Land Use Diagram shows the types of land uses that will take advantage of these transportation improvements to enable Oakland to realize the vision described in the Policy Framework.

### Chapter Contents

#### **THE STRATEGY DIAGRAM**

#### **THE TRANSPORTATION DIAGRAM**

##### STREET CLASSIFICATIONS

#### **MAKING THE LINK BETWEEN TRANSPORTATION AND LAND USE: STRATEGIC TRANSPORTATION IMPROVEMENT PLAN**

##### LOCAL ACCESS

##### REGIONAL ACCESS

##### WORLDWIDE ACCESS

#### **THE LAND USE DIAGRAM**

##### UNDERSTANDING THE LAND USE DIAGRAM

##### LAND USE CLASSIFICATIONS

### Strategy Diagram

In Oakland as in many other mature cities, planning means identifying areas where change is expected, as well as identifying and maintaining stable areas. The Policy Framework indicates in words which areas of the City are to be targeted for significant change and which areas of the City are expected to remain stable. The Strategy Diagram takes a first step in providing a general graphic representation of the intentions presented in the Policy Framework: areas where growth and change is anticipated, and areas whose character is to be maintained. It is not a regulatory diagram but serves rather as a tool for understanding how the Policy Framework applies in different areas of the city.

### Transportation Diagram and Street Classifications

The Transportation Diagram reflects current Oakland conditions and identifies improvements and changes necessary to support changes in the city as envisioned by the Policy Framework and Strategy Diagram. The transportation network that is envisioned follows from concepts shown on the Strategy Diagram, as areas of the City that are expected to undergo significant change will generally be accompanied by significant transportation improvements. These transportation improvements will enable Oakland to realize the full development potential presented in the Land Use Diagram. The accompanying Street Classifications establish a hierarchy of streets with function and design consistent with the character and use of adjoining land.

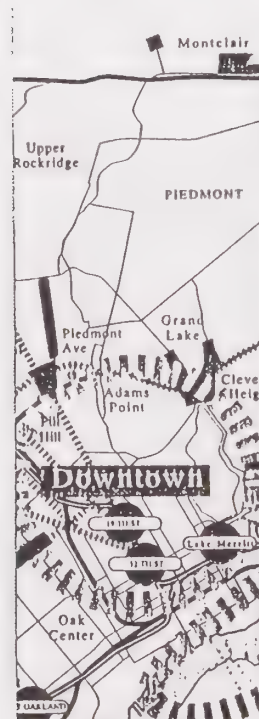
### The Transportation and Land Use Link: Strategic Transportation Improvement Projects

The areas envisioned for the greatest change in Oakland, as identified in the Policy Framework and Strategy Diagram, have relied upon, and will continue to rely on, efficient and effective transportation networks in order to grow to their full development potential. Oakland's capacity to expand and develop will be determined by the capacity of the infrastructure more than any other single factor. For this reason, transportation improvements are identified in areas preparing for change.

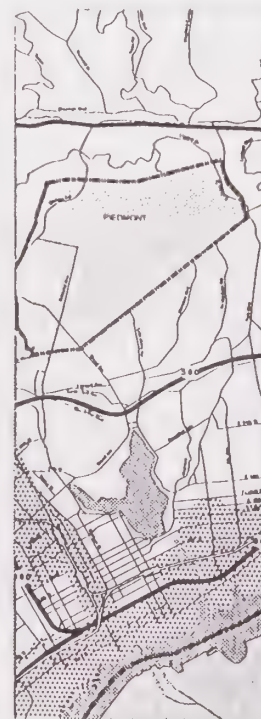
Many of the transportation improvements identified in the next section are specifically needed to address the areas of growth and change and conservation shown on the Strategy Diagram, and to support the range of future Land Uses desired. Others are needed to remedy present deficiencies relating to capacity, access, and/or safety.

## Land Use Diagram and Land Use Classifications

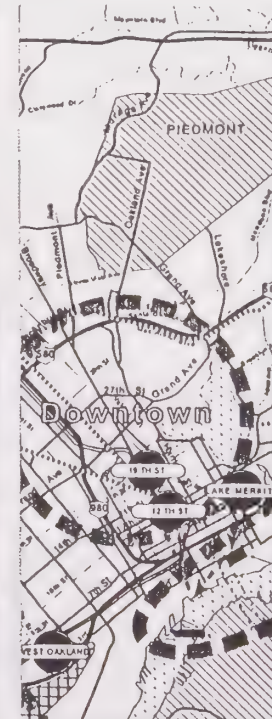
The Land Use Diagram illustrates the development pattern envisioned by the Policy Framework, Strategy Diagram, Transportation Diagram, and Transportation Improvements together, and will be the basis for Plan implementation. This Diagram shows the future land use pattern expected for the city, and the Land Use Classifications codify the land use and development concepts and intentions presented in the Policy Framework by providing greater specificity regarding the type and intensity of development appropriate in any particular location of the City. The accompanying text describes each of the classifications used to illustrate land uses, and explains how the Land Use Diagram will serve as the basis of future zoning and other implementing regulations.



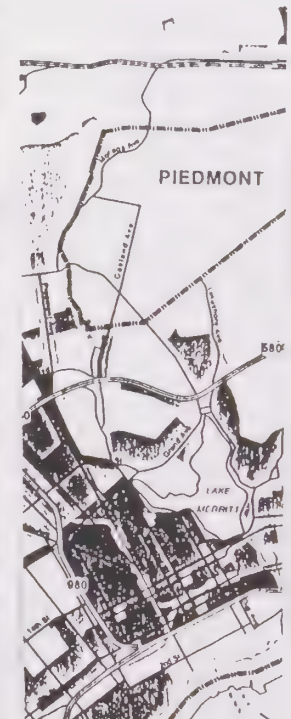
Structure Diagram



Strategy Diagram

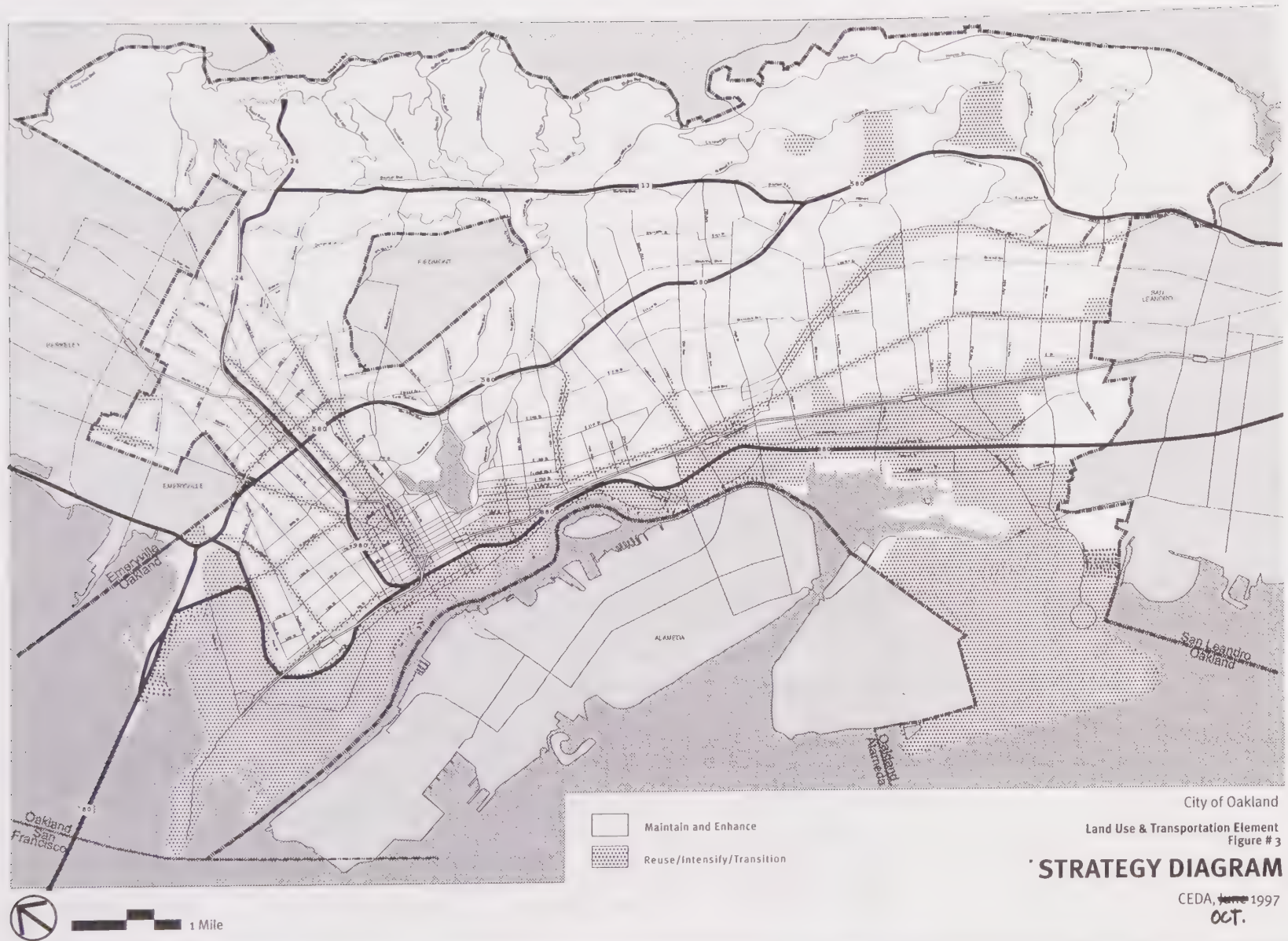


Transportation Diagram



Land Use Diagram





## THE STRATEGY DIAGRAM

The Strategy Diagram on the facing page illustrates the type of the changes that are expected to be realized by the vision of the Land Use and Transportation Element. This diagram is not regulatory but describes the intentions in the Land Use and Transportation Element. The Strategy Diagram allows readers of the Plan to quickly see, for example, that the Downtown and the areas on the Bay side of I-880 are expected to be the centers of change over the life of the General Plan. These areas generally coincide with several areas found on the City Structure Diagram in Chapter 2: the Downtown, Waterfront, Airport, Seaport, and Coliseum Area Showcases, Transportation Oriented Districts, and Corridors. Areas to be maintained and enhanced are largely in Oakland's neighborhoods, where retention and enhancement of the predominant character was strongly promoted by the General Plan Congress. The diagram shows that achieving the General Plan's vision of the future will require significant change in some areas, modest change in other areas, and in many areas -- particularly established neighborhoods -- actions to minimize change. The Strategy Diagram identifies different types of change areas in order to:

- ◆ establish a graphic representation of change areas anticipated by the Policy Framework
- ◆ indicate areas where transportation improvements are likely to be necessary to support change or growth
- ◆ indicate areas where the established character of neighborhoods should be maintained and stability enhanced
- ◆ offer an additional way to interpret the Land Use Classifications on the Land Use Diagram
- ◆ guide decisions about Plan implementation actions to locations where change or conservation is needed to achieve the Plan's visions

The Strategy Diagram, which is illustrative only, uses two designations to show generalized areas of Enhancement and Change. Each of these compares the present built environment to the vision of the future. These designations do not make reference to regulations currently in place as the Element's Implementation Program anticipates their comprehensive revision. Rather, they offer broad guidance for the revised regulations. The enhancement and change designations are as follows:

### **Maintain / Enhance**

This designation is used in areas where the predominant established uses and densities will continue -- changes in use and density will be small. Implementation actions will emphasize enhancement and improvement, and, where needed, strategies to discourage or prohibit intensification. Development to a higher density will be the exception, except in areas where the character and condition of buildings in lower intensity use are suffering. The Maintain and Enhance designation is not intended to be interpreted on a parcel-specific basis, but rather as a guidepost when evaluating areas of the city. Other considerations, such as availability of transit, traffic, parking, emergency services, and/or environmental constraints may also play a part in determining treatment for an area. Consistent with the Policy Framework, the maintain/enhance designation is compatible with preserving the character of established neighborhood housing areas and neighborhood activity centers while providing for development of infill sites that is compatible with surroundings. More information and guidance may also be found in the Area View section of the Elements.

### **Grow and Change**

This designation is used where growth will be focused to lead Oakland into the next century, enhance the transition of the city and its economy, and allow the city to meet challenges and changes ahead. Correlated with transportation and infrastructure improvements, growth and change areas will emphasize significant changes in density, activity, or use, which are consistent with the Land Use Diagram, Transportation Diagram and the Policy Framework and other Elements of the General Plan. Growth and change areas include many older mixed use corridors as well as much of the Downtown and the Waterfront. These include areas with many parcels or, in some cases, larger sites, that can accommodate significant increases in intensity. Growth and change can be achieved through a number of strategies, including re-use of existing built space, construction on vacant infill sites or sites in short-term use such as surface parking lots, additions to built space to expand floor area, or replacement of existing structures with new ones.

Some areas will transition from one single use to new uses, such as Leona Quarry, where over the life of the Plan quarrying operations will cease and commercial development, housing, and open space preservation are envisioned. Also included are locations characterized by an existing mix of land uses that the General Plan is designating for a single use. For example, some areas have industrial/housing conflicts that will be resolved through strategies to phase out one use or the other, to establish a stronger and more coherent single environment. Projects for sites that have not

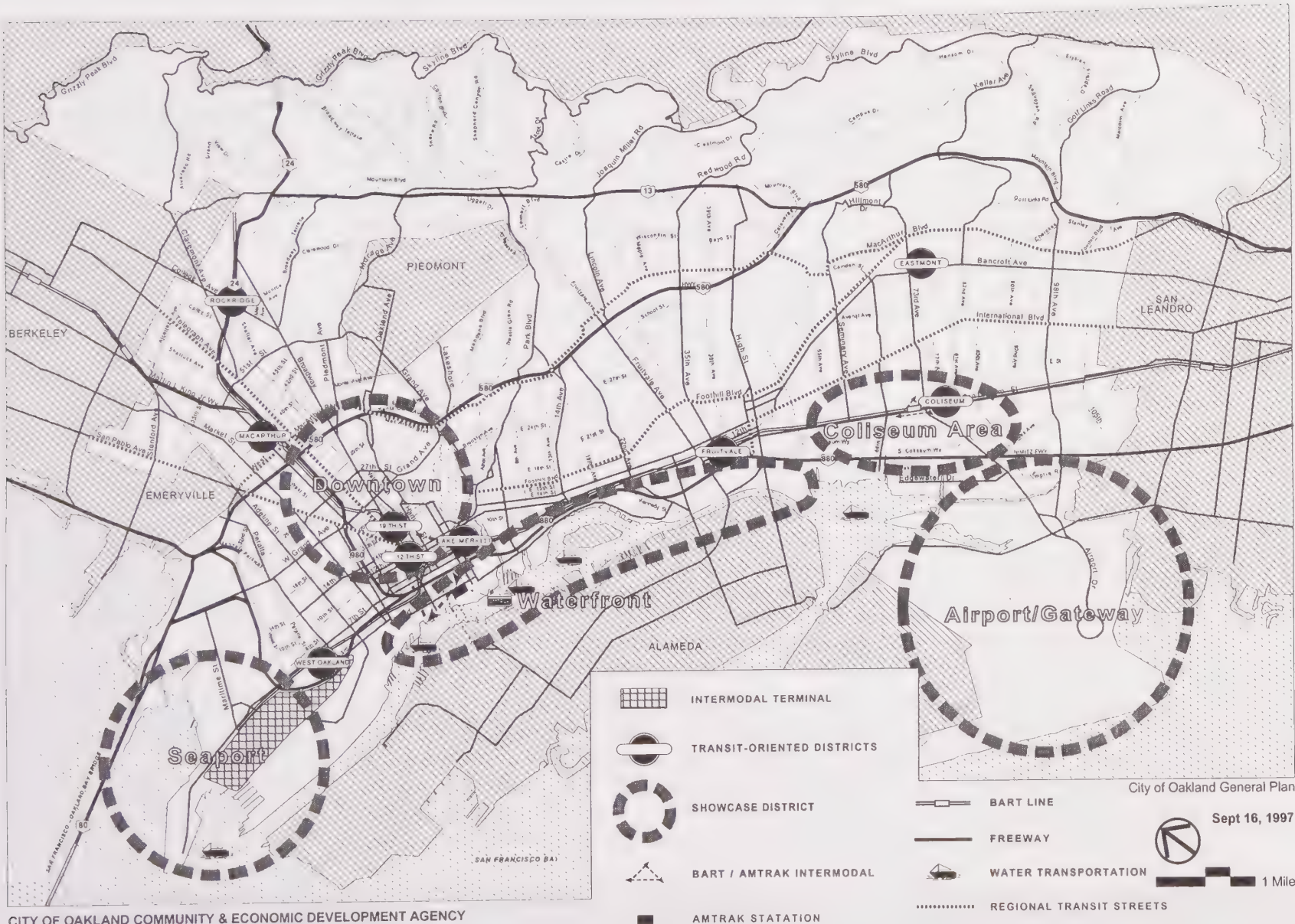


previously been developed will be studied for compatibility of use, character, scale, and density with the character of surrounding development.

The Strategy Diagram is illustrative only. The scale and generality of the map and concepts “presented may mean that the “growth and change” or “maintain and enhance” designations may be applied in areas that include a smaller location where preservation, or change, is called for. Differentiation of these smaller areas can be made during Zoning Ordinance revisions and other plan implementation activities.

# Regional/Worldwide Transportation Network

City of Oakland



## THE TRANSPORTATION DIAGRAM

The Transportation Diagram shows those components of the transportation system existing and under construction in 1997, as well as those projects that are planned by the City and other agencies to support the future land use pattern and enhance the regional transportation network. Together, these components make up the City's Transportation Diagram, which is included as Figure 4. Oakland's form, its ability to grow, its economy, and its level of activity all depend on a multi modal transportation system of extraordinary diversity. From 25-foot paratransit vans to giant freighters, the variety of modes and functions is unparalleled among the region's cities. Not surprisingly, the City's transportation systems are important not just locally, but also regionally, nationally and internationally. The components of the system include:

### Local Access

- ◆ Streets and roads ranging from the classic urban grid downtown to winding hilly roads
- ◆ Pedestrian and bicycle facilities from the Oakland hills stairways to waterfront promenades

### Regional Access

- ◆ Public transit centering on the AC Transit system hub and the confluence of BART routes
- ◆ Regional Bikeways System
- ◆ Passenger ferry service to Alameda and San Francisco
- ◆ Freeways providing access north via I-80, south via I-880, west to San Francisco and the Peninsula via the Bay Bridge, and east via State Route 24 and I-580

### Worldwide Access

- ◆ AMTRAK passenger rail service at the Jack London Square station, providing links throughout the state and North America
- ◆ Oakland International Airport providing inter-regional and international service to growing passenger and freight markets
- ◆ Port of Oakland, the leading port in the Bay Area, with shipping partners in Pacific Rim



countries and local intermodal connections from the Seaport to rail and freeway for efficient movement of goods by rail and truck

- ♦ Union Pacific, Southern Pacific, and Burlington Northern/Santa Fe rail serving the western states, the Port of Oakland, and Oakland industries.

## Street Classifications

The city's street classifications establish a hierarchy of streets as directed by Transportation Objective T3, with function and design consistent with the desired future character and use of adjacent land. Not all streets indicated on the diagram are necessarily public streets, however, all should remain open to the public and remain capable of conveying traffic as indicated by the designated classification. The City's five street classifications are based on right-of-way width, traffic capacity, adjacent land uses, transit, bicycle and pedestrian use, provision of access to adjoining properties, and control of intersections.

### Local Streets

Local streets are too small to be readable on the Transportation Diagram. Their importance in providing access to abutting property in residential neighborhoods and business districts, and deliver traffic to and from the collector street system. Local streets have two travel lanes, typically with sidewalks in flatland neighborhoods. Local street design should discourage through traffic and high-speed travel, and minimize impacts to the environment. Street design should respect the importance of pedestrian and bicycle movement and contribute to neighborhood quality by including amenities such as bike lanes and street furniture.

### Collector Streets

Collector streets move traffic between local streets and the arterial street system, and carry trips within and between neighborhoods. Residential collector streets typically have two lanes, with curb parking allowed, bike lanes, and traffic signals and turning lanes at intersections with arterial streets. Travel distance from local streets to a collector street should be less than one-half mile. Where collector streets must provide direct access to abutting properties, consideration should be given to shared driveways to minimize interruptions to through-traffic. Provision of street amenities such as street trees and bus benches is desired.

## Arterial Streets

Arterial streets serve as the basic network for through-traffic between different sections of the city, defining the form of residential, industrial and commercial areas of the city. Arterial streets range from two to six lanes, with most arterials having four lanes. Arterials connect freeways with collector streets and provide limited direct vehicle access to adjoining properties. Arterials are streets designed to carry heavy traffic volumes at speeds lower than freeways and expressways, typically 30-45 miles per hour. Many arterials can support bicycle traffic in separate lanes, and some arterials have medians to control cross traffic. Separate lanes for left turns and sometimes right turns are provided where possible, and major intersections are signalized. Curb cuts for driveways are located away from intersections and limited to essential access points. Curb parking may be prohibited where no access to adjoining frontages exists and where curb lane capacity is essential for traffic operations.

Arterials that are on the State Highway system are San Pablo Avenue (SR 123) north of I-580, East 14th Street (SR 185) from 42nd Avenue south to the San Leandro border, Doolittle Drive (SR 61) from the City of Alameda to San Leandro, 42nd Avenue between I-880 and High Street (SR 77) and the Webster Street and Posey Tubes (SR 260) connecting Oakland to Alameda.

## Transit Streets

Many arterials and several collector streets are given a Transit Street designation to identify those parts of the system where a continuing high level of transit service is to be provided. Transit streets have priority for service and transit preferential treatments (capital and operating projects that enhance transit service) based on their high levels of service, ridership and the presence or plan for a supportive pattern of land uses. The transit streets are further classified as having either regional or local functions. Other locations may also receive transit preferential treatments, but they are of lower priority.

### Regional Transit Streets

Sections of San Pablo Avenue, International Boulevard, Telegraph Avenue, Foothill Boulevard and MacArthur Boulevard are designated as regional transit streets and are the City's primary candidates for light rail or electric trolley. These are corridors that connect activity centers and

join Oakland to neighboring cities. Designated land uses along these arterials support the regional Transit Street designation with a mix of corridor classifications. The emphasis along these corridors is on efficient movement of transit vehicles, with continued transit service providing at least one bus every seven minutes during the day, and scheduled service during nighttime hours. As portions of both San Pablo Avenue and International Boulevard are on the State Highway system, coordination with Caltrans as well as with adjoining jurisdictions will be required to implement the Regional Transit Street designation. Oakland expects to take a significant role in designing the system.

#### Local Transit Streets

The Local Transit Streets connect to the Regional Transit Streets and to local destinations. These are corridors where bus service should continue to provide a minimum of 15 minute service throughout the day, and bicycle lanes and other facilities should be located where possible. These arterials include Hegenberger/73rd Avenue, College Avenue, Bancroft Avenue, Park Avenue, 23rd Avenue, 35th Avenue, and 40th Street. Most of these streets are cross-town trunk routes that link the neighborhoods to activity centers along the regional transit arterials, and are heavily used by bicyclists.

#### Freeway Map

#### Freeways

The California Department of Transportation (Caltrans) is responsible for six freeways in the city. The six freeways -- Interstate-880, Interstate-980, Interstate-580, State Route 24, and State Route 13 - provide regional access to and within Oakland. Freeways serve as high speed thoroughfares (typically with a posted speed of 55 to 65 miles per hour) connecting regional, statewide, and national destinations. Freeways have two or more travel lanes in each direction, controlled access, are divided by a median, and are grade-separated.

I-880 serves as the primary regional facility for trucks, particularly since trucks are prohibited on I-580 through Oakland. Proximity to the Seaport, Airport and the City's industrial areas combine to give the I-880 corridor the highest percentage of trucks on Oakland freeways despite high levels of congestion in the corridor, since they lack alternative routes.



## MAKING THE LINK BETWEEN TRANSPORTATION AND LAND USE: STRATEGIC TRANSPORTATION IMPROVEMENT PLAN

The areas envisioned for the greatest change in Oakland, as identified on the Strategy Diagram rely on efficient and effective transportation networks in order to grow to their full development potential. The transportation improvements identified in the next section are specifically targeted to support these areas of anticipated change. Areas where the street system needs maintenance, conservation, or enhancement, particularly in the neighborhoods of Oakland, are also slated for attention. The City's Traffic Control and Signal Retiming programs aim to calm street traffic in vulnerable neighborhoods, with the intent of creating a safe and friendly environment for pedestrians.

The projects described below and included in the Transportation Diagram (see also Table 3 and Appendix C) are intended to meet Policy Framework objectives. Some, such as the I-880 Corridor Improvements, emphasize creating access to regional sites, improved safety, and additional capacity, while others, such as the Shopper Shuttles to regional commercial sites, will accomplish objectives relating to provision of better access for residents to purchase goods and services. The Transit Centers hold the potential for a great variety of mixed-use, vibrant working and living areas integrally connected with transit options, while the Transit Streets projects described below support the City's future development goals and key objectives for supporting business expansion and flexibility and corridor revitalization. These also act as a guide for transit providers making future decisions about scheduling, routing, and capital projects.

While this section addresses transportation projects, it does not address funding for particular transit providers, such as AC Transit. Lower income residents of Oakland are disproportionately affected by the reduction in AC Transit services, which has suffered from multiple year funding reductions. The Implementation Program proposes three strategies in the section on Transit and Transportation Improvement Strategies for addressing this important issue. The City will work with other agencies to implement the transportation projects shown on the Transportation Diagram and described below and in the Implementation Program (See Priority Implementation Agenda Item E).

The Transportation Projects are discussed and illustrated at varying levels of detail, reflecting the amount of work performed to date in order to define specific project elements. Specific project elements for future transportation improvements, if they do not appear here, must be consistent

**Table 3**  
**Summary of Transportation Improvement Projects**

**Projects**

**Local Access**

Citywide Roadway Improvements

Local Transit Streets

Transit Centers

Shuttle Services

Bike and Pedestrian Facilities

Water Transportation

**Regional Access**

Regional Transit Streets

I-880 Improvement Corridor

BART Intermodal Connections

◆ Jack London Square AMTRAK Intermodal Shuttle

◆ Coliseum AMTRAK Connection

◆ Oakland Airport-BART Transit Connector

73rd Avenue Improvement Corridor

Oakland/Alameda Improvement Corridor

**Worldwide Access**

Port of Oakland Projects

◆ Joint Intermodal Terminal

◆ Middle Harbor Road/7th Street

◆ Airport Expansion

with both the Land Use and Transportation Diagram's text and policy. For example, the Transportation Diagram designates an "I-880 Improvement Corridor," and accompanying text describes a number of project objectives and potential improvements that might be undertaken within the corridor. Over the course of Element implementation, further studies will evaluate specific improvements for the corridor with respect to performance characteristics, cost, community support, environmental impact, etc. Any projects that are identified as improving the corridor with respect to the issues discussed in this or other Elements are to be considered consistent with the General Plan.

## **Local Access      Citywide Roadway Improvements**

The City has on-going transportation improvement projects that are part of city-wide programs, such as the Neighborhood Traffic Control Program and Signal Re-timing and Maintenance. The Neighborhood Traffic Control Program is a traffic-calming program that implements strategies to reduce traffic speeds and increase safety on local streets. The program includes speed bumps, stop signs, barriers, and increased enforcement. The program was initially approved in May 1994 with \$3 million over a three year period. The success of the program favors its future renewal, with adaptations suited to address additional traffic issues.

### **Local Transit Street**

Oakland adopted a "Transit-First" Resolution in October of 1996 (Resolution 73036 C.M.S.) declaring Oakland's support for public transit and other alternatives to single-occupant vehicles. This policy includes the designation of transit preferential streets (referred to as "Transit Streets" in this document, see Transportation Policies ) and a pledge to resolve any conflicts between public transit and single occupant vehicles on City streets in favor of the transit mode that has the potential to provide the greatest mobility for people, rather than vehicles. Additionally, policies were included in this Element to encourage greater transit use by: expediting the movement of transit vehicles on designated transit streets, promoting intermodal transfer stations, encouraging transit-oriented design features in developments served by public transit, encouraging regular maintenance of bus stops and the provision of amenities such as benches and shelters, and developing a Bicycle and Pedestrian General Plan Element.

Improvements along transit streets are the City's top priority for the local street system and are key



to the city's future growth and the mobility of Oakland residents. The Policy Framework recommends that a large proportion of the additional housing units be located along the corridors, and the Strategy Diagram indicates that growth and change along the corridors is a goal of this Plan. Transit Street improvements will assist in realizing this goal by making traveling our street corridors safer, with quicker and more convenient access to goods and services. Designated Local Transit Streets are also candidates for transit priority improvements, such as:

- ◆ Enhanced passenger waiting areas and shelters with sidewalk curb cuts, benches, adequate clearance at transit loading areas, and posting of schedules as well as enhanced lighting, security, and maintenance
- ◆ Traffic signal modifications such as pre-emption and synchronization to favor transit vehicles
- ◆ Improved levels of service, so buses don't get stuck in slow traffic
- ◆ Restrictions of auto turning movements that conflict with transit vehicles
- ◆ Strict enforcement of double-parking and bus stop parking regulations
- ◆ Construction of off-street timed transfer centers
- ◆ Reduced parking requirements for new development on or near transit Streets
- ◆ Creation and enforcement of exclusive transit lanes
- ◆ Extension of bus stop curbs out to the transit travel lane

#### **Quality Bus Concept**

Many of these treatments are included as part of AC Transit's Quality Bus Concept (QBC), which complements the Element's emphasis on Transit Streets. The concept includes consistent headways of ten minutes or less on major trunk lines, less frequent stops to improve bus travel times, geometric changes to reduce bus/auto and bus/pedestrian conflicts, bike racks for intermodal travel, and passenger amenities at bus stops. Once design guidelines and standards are established, the QBC can be applied to all Transit Streets. Actions are also planned to better manage transportation system operations and provide localized capacity improvements with such improvements as signal interconnect along San Pablo Avenue, 40th Street, 35th and 36th Streets, and West MacArthur Boulevard (for the San Pablo Avenue Corridor) to allow coordinated operations.

Some transit preferential treatments will require changes to zoning requirements and the

development review process. Others, such as the signal modifications and bus stop treatments, will require coordination with the City's Public Works Agency.

### **Transit Centers**

Another feature of AC Transit's plans supported by designation of Transit Streets and transit-oriented districts is construction of transit centers at locations where several bus routes cross. The objective is to allow quick and comfortable transfers from bus-to-bus, bus-to-rail, and bus-to-car. AC Transit's Comprehensive Services Plan (CSP) has designated high priority transit centers in Oakland at Fruitvale BART, and Eastmont Town Center, with second priority transit centers at the West Oakland and Coliseum BART stations. The City supports plans for transit centers at these locations as well as transit centers at MacArthur BART and at Broadway/14th Street.

### **Shuttle Services to Shopping Destinations**

The Transportation Diagram shows the generalized alignment of three shopper shuttles. The Broadway Shuttle, already operating, connects workers and visitors to destinations along the Broadway spine. The intent of the other two shopper shuttles, connecting to the Fruitvale and Coliseum BART stations, is to link shoppers and workers located in neighborhoods north of I-880 to the Regional Commercial sites in the I-880 corridor. The shuttles could be an extension or re-routing of AC Transit bus service from the BART stations, or more local-serving shuttles providing direct access from housing areas to the curb in front of shopping destinations. Market research studies might be conducted during development of the Regional Commercial areas along the I-880 corridor to learn about transit service needs.

### **Bike and Pedestrian Facilities**

The importance of facilities for biking and walking as part of Oakland's transportation system is highlighted in the new General Plan Bicycle and Pedestrian Master Plan. Improvements to Oakland's network for non-motorized travel will enable everyone to have easier and more secure access to shopping, workplaces, cultural centers, and recreational areas.

### **Water Transportation**

Oakland's location along the shoreline provides opportunities for improved water transportation services. Ferry service to Alameda and San Francisco and additional water taxi service to other destinations are included as part of the city's future transportation system. Future plans for water transportation need to consider links with other modes such as AC Transit, BART, and AMTRAK. Because there are popular waterfront destinations on both sides of the Estuary, coordination with the City of Alameda will be needed. With the Oakland Airport, Jack London Square, and the potential waterfront parks linked by the Bay Trail, the potential for water taxi service appears favorable. However, shallow water near the airport forbids normal access and the costs of providing land side access -- ferry docks, parking, facilities -- are high.

## **Regional Access**

### **Regional Transit Streets**

Designated Regional Transit Streets (San Pablo Avenue/International Boulevard, and Telegraph Avenue/Foothill/MacArthur), are candidates for light rail transit or electric trolley bus in addition to the transit priority improvements discussed above under "Local Transit Streets."

### **I-880 Improvement Corridor**

Improvements to the I-880 corridor will enable the realization of the Policy Framework's goals and Strategy Diagram changes for the downtown, waterfront, coliseum, seaport, and airport areas. Because of the importance of the I-880 corridor in the support of economic development, and providing opportunities to reconnect the City's neighborhoods with the waterfront, improvements in the I-880 Corridor from I-980 to 98th Avenue are the City's highest priority for improvement to the Regional system. I-880 improvements have been prioritized by regional and State agencies for seismic upgrade and improvements to ramps and roadside amenities. Modernization is needed to improve access, safety, operations, landscaping, signage, and aesthetics along the corridor, especially at the interface with city streets.

### **I-880 Corridor Modernization**

Improvements in the I-880 corridor from I-980 to 98th Avenue are called for by the Alameda County Congestion Management Agency's (CMA) I-880 Intermodal Study. This corridor modernization project includes access improvements to the City of Alameda,



operational improvements on local arterials, and interchange improvements to upgrade or consolidate those that do not meet Caltrans design standards, including interchanges at High Street/42nd Avenue, Fruitvale Avenue, 29th Avenue, and 23rd Avenue. The design of the interchanges and any improvements along local roadways will require further study and coordination with Caltrans and the City of Alameda in some cases, but should include mainline and ramp upgrades as well as travel corridors for pedestrians and bicyclists wishing to traverse the freeway to and from the waterfront to other destinations nearby.

#### **I- 880 Carpool Lanes**

Another candidate project in the I-880 Corridor is the construction of carpool lanes between I-980 and 98th Avenue to close the gap in the carpool lane system that will be created when the Cypress Replacement is completed. The CMA recommends I-880 widening for addition of HOV lanes from Marina Boulevard in San Leandro to 98th Avenue. However, carpool lanes from I-980 to 98th Avenue are not recommended by the Congestion Management Agency at this time, since costs and disruption associated with right-of-way acquisition would be prohibitive. If congestion along this corridor cannot be addressed through other improvements, carpool lanes to complete the gap should be studied further.

#### **Additional I-880 Projects in the Mixed Use Waterfront Area**

Additional transportation projects designed to assist in the achievement of the Estuary Plan goals will be adopted as part of the General Plan. Consolidation of corridor interchanges intended to increase ease of access to the waterfront from adjoining neighborhoods may be part of the Estuary Plan, and should be considered consistent with the Land Use and Transportation Element.

#### **I-580 Improvements**

The freeway entrance westbound from West Mac Arthur to I-580 near San Pablo Avenue should be reopened if feasible. This entrance has been closed since the 1989 earthquake, although the eastbound MacArthur exit has been reopened for use.

### **73rd Avenue Improvement Corridor**

The connection between 73rd/Edwards Avenue and I-580 provides an important link between the East Oakland neighborhoods, the Coliseum sports complex, I-880, and the Oakland International Airport. Completion of the 73rd Avenue cross-town arterial has been studied for at least 20 years, as east of MacArthur Boulevard what was a six to eight lane road is reduced to two lanes through single family neighborhoods. To address neighborhood concerns about side street delays attributed to through traffic accessing I-580 at Edwards Avenue, two new signals were installed along the route and the intersection at MacArthur and 73rd Avenue was re-stripped to discourage through traffic. However, 73rd Avenue continued to carry about 22,000 vehicles per day in 1996 and the section east of MacArthur tends to be regularly congested from Coliseum events.

#### **Alternatives**

A number of alternatives have been studied before, including widening and realignment. Re-routing traffic through a residential area to Seminary would require northbound traffic to use the frontage road to access I-580 or SR 13 at Mountain Boulevard.

The importance of 73rd Avenue to circulation within the city between I-580 and I-880 needs to be weighed against the localized impacts to the residential area if the connection is improved. With the improvements to the 98th Avenue corridor, the 73rd Avenue corridor could provide local access rather than serve through traffic between I-580 and I-880. To address the increased traffic during events at the Coliseum, alternative routes could be signed and shuttle service from remote park-and-ride lots could be provided. Improvement alternatives could include direct connections from MacArthur to I-580 as well as diversion to the I-580 interchange at Seminary or 98th Avenue.

### **BART Intermodal Connections**

Intermodal connections are established as a priority by the City's Transit First policy, and are designated at Jack London Square, Coliseum BART and at West Oakland Station. Development of these connections will enable greater numbers of people to travel to and from downtown, waterfront, coliseum, and airport activities by a variety of means, including intermodal transit and bicycling.

An intermodal shuttle or bus route serving the Jack London Square AMTRAK station will provide service to the ferry terminal at the foot of Washington Street, the downtown AC Transit hub and the City Center BART station, and the Lake Merritt BART station, thereby linking ferries and AMTRAK to all BART system lines. The shuttle will provide service for the AMTRAK Capitol intercity rail service which could provide up to six round trips daily between San Jose and Sacramento. Further studies are needed to determine the operator, route, and vehicle for the shuttle service.

#### **Coliseum BART Intermodal Connection**

Creating an intermodal connection at Coliseum BART will mean creation of an East Oakland Amtrak stop. Passengers could then transfer to BART or to the Oakland Airport-BART Transit Connector.

#### **Oakland Airport-BART Transit Connector**

The BART/Oakland Airport Intermodal Connector, a future fixed-route transit connection will link the Coliseum BART station with the Oakland Airport. The project would provide virtually seamless intermodal transfers to and from BART. The addition of this service, along with a programmed AC Transit bus intermodal station and adjacent Capitol Corridor station would create an important and much needed transportation hub for Oakland and the County. Two alignment options are under consideration: the Hegenberger alignment, which follows Hegenberger Road from the BART station to Airport Drive, into the airport terminals as shown in the Transportation Diagram, has been the focus of most discussion since it provides the most direct connection between the Coliseum BART station and the Oakland Airport. An alternative alignment option is the Edgewater alignment which would follow Elmhurst Channel to Edgewater Drive, but its alignment along the Elmhurst Channel poses greater environmental issues. Possible future intermediate stations which would serve business development between the Coliseum area and the airport would increase travel time between BART station and the airport as well as increase the cost of the project. The feasibility of intermediate stops would depend upon the technology selected and the funding availability. In the interim, improvements to the existing BART to airport shuttle scheduling and services is needed.



### **New Bay Bridge**

Proposals for a new East Span of the San Francisco-Oakland Bay Bridge could provide a new “gateway” into Oakland as well as reducing the seismic risk on the bridge. The new bridge design should include bicycle, pedestrian, and transit access, as directed by City Council resolution in 1997. Further, where the new bridge touches down, there will be opportunity for development of parks and open space resources at the foot of the bridge, offering unparalleled vistas for Oakland residents and visitors. Should the bridge design move forward, these components should be an integral part of the project.

### **Oakland / Alameda Improvement Corridor**

Improved access to Alameda through either a new connection or improvements to the existing Posey-Webster tunnels would primarily improve access to the City of Alameda, but would also benefit Oakland by helping to relieve traffic congestion near the existing tunnel portal near 5th Street and Broadway. The East Bay Conversion and Reinvestment Commission sponsored a 1994 study to examine improved access to the proposed Alameda Seaport. Both tunnel and bridge options were studied for a new connection west of the existing Posey-Webster tubes. Two problems identified in the preliminary study are the high cost of such a project, and the fact that a bridge would require very high clearances in order to cross the Oakland Estuary ship channel.

The need for a new connection will depend upon future uses at the Alameda Naval Air Station. The emphasis should be on improving the current tunnels and providing alternatives, such as ferry shuttles, improved transit, and bicycle and pedestrian access. There will be an opportunity to improve the connections when the existing Posey-Webster tubes undergo future seismic retrofit work. Any projects in the Oakland/Alameda Improvement Corridor should include improved access to the Jack London District and the Downtown area from I-880, if possible. Future projects will need to be closely coordinated between the cities of Oakland, Alameda, the Port of Oakland, and Caltrans.

## Worldwide Access

### Port of Oakland Projects

The General Plan recognizes several important transportation projects being planned and implemented by the Port of Oakland, which will greatly enhance the Port's capacity to expand operations. These are depicted generally on the Transportation Diagram.

#### Joint Intermodal Terminal

The Joint Intermodal Terminal is part of the Port of Oakland's Vision 2000 Program which is a program of improvements to increase capacity and improve the efficiency of integrated intermodal cargo transportation services. The Vision 2000 Program proposes development of ship, rail, and truck cargo handling facilities and includes development of public waterfront access and a marine habitat enhancement area. The intermodal container terminal will improve ship-to-rail freight transfers and reduce truck traffic on I-80.

#### Middle Harbor Road Realignment / 7th Street / Maritime Grade Separation

As part of the re-use of the Fleet and Industrial Supply Center, Oakland (FISCO), several alternatives for Middle Harbor Road and the 7th Street/Maritime grade separation are being studied. These transportation projects are necessary to provide better access for a wide range of users, including non-motorized travel access to open space preserves.

#### Airport Expansion

Oakland International Airport has experienced dramatic increases in both cargo and air passenger activities in recent years. As a result, the Port is proposing a major expansion that includes both landside and airside improvements to the existing facilities and roadways accessing the airport. The Airport Development Program (ADP) includes the Airport Roadway Project (ARP). The Alameda County Transportation Authority led Airport Development Program is a joint project among the Port of Oakland and the Cities of Alameda and Oakland. The draft environmental work (EIR/EIS) for the ADP was published in 1996.

The ADP is proposed to enhance existing terminal facilities by developing a consolidated terminal with two additional concourses to accommodate up to 12 more aircraft and improve internal circulation by modifying airport service areas. Landside access projects are intended to minimize congestion and bottlenecks by improving roadway, parking, curbside access, and transit links.

The ARP is a major roadway improvement project to improve accessibility to the airport and Alameda's Harbor Bay Isle. The project includes upgrading several roadways in the airport vicinity and constructing a cross airport roadway linking Airport Road to Harbor Bay Parkway. The project is divided into three segments, which should include truck, car, bicycle, and pedestrian access components:

- ♦ Widening of 98th Avenue from the I-880 interchange to Airport Access Road with a grade separation at Doolittle Drive and bicycle and pedestrian access on a bridge over I-880.
- ♦ Upgrading Airport Access Road and Airport Drive from 98th Avenue to Airport Road
- ♦ Extension of Airport Road under Taxiway B to connect with Harbor Bay Parkway near Maitland Drive



## THE LAND USE DIAGRAM

Achieving the high quality of life and commerce envisioned for Oakland by the Policy Framework will require close coordination of land use and transportation diagrams and their implementation. Healthy neighborhoods require safe streets. Successful business depends upon convenient access to suppliers and markets. The relationship between land use and transportation is abundantly clear in Oakland, a city of neighborhoods with a dynamic economy that depends on an international seaport and airport, nine regional BART stations, and a dense network of interstate highway and rail.

This section of Chapter 3 begins with an overview of the Land Use Diagram and then describes each of the land use classifications used on the diagram. The Land Use Diagram is included as Figure 5. The combined Land Use and Transportation Diagram is included in larger size in a pocket at the back of this volume.

### Understanding the Land Use Diagram

The Land Use Diagram illustrates the City's future development pattern as articulated by the Policy Framework. The Diagram will guide development and will contribute towards achieving the vision of the City described by the General Plan Congress. Since Oakland is a mature and significantly built-out city, the land use pattern shown is in many cases a reflection of the present and historic arrangement of the city. In other cases, the pattern illustrates the type and intensity of change suggested by the Policy Framework and the Strategy Diagram.

The Land Use Diagram graphically depicts potential future development in the City. The diagram is an advancement of the principles shown on the Strategy Diagram, showing areas where change and conservation is expected through application of the Policy Framework in the form of Land Use Classifications. This diagram is constructed on a base map showing the City's boundaries in the context of surrounding communities and geographic features such as the Bay, the approach to the Bay Bridge and the Oakland Estuary. The Diagram is presented in the context of the basic transportation network including major transportation corridors.

The Land Use Diagram uses 15 land use classifications to graphically depict the type and intensity of allowable future development in various parts of the City.

The classifications used in the Land Use Diagram are the key to understanding the diagram and the city's land use pattern because they:

- ♦ Take into account the existing and historical patterns of development in Oakland
- ♦ Graphically represent the intentions of the Policy Framework and Strategy Diagram; reflecting areas of growth, enhancement and conservation
- ♦ Provide a basis for evaluating future development and future demand for services
- ♦ Contribute to satisfying State mandates which require that the Land Use Element designate the general distribution, location and extent of land uses and establish standards for population density and building intensity (See Appendix B).

The Land Use classifications and diagrams generally describe citywide development patterns. Designating an area with a particular classification does not entitle a property owner to automatically develop at the maximum stated density. Maximum densities for individual properties will be specified in implementing ordinances, in particular the zoning and subdivision ordinances.

The Zoning Ordinance will provide further definition by regulating densities, intensities, and land uses based on the direction provided by the General Plan. Any one Land Use Classification may correspond to multiple zoning districts to reflect the unique characteristics of Oakland's neighborhoods and business areas. Site and neighborhood-specific conditions, development standards, transportation capacity, and other City requirements also come into play when determining maximum site specific densities. The Zoning Ordinance will be accompanied by a Zoning Map which will further subdivide the City as shown in the Land Use Diagram into a number of zoning districts. The zoning maps will refine the boundaries used for the land use classifications as needed to achieve the intent of the General Plan. The zoning map will be used to distinguish different conditions within a single General Plan land use classification by applying different zoning districts tailored to the specific character or intent of the area. Finally, the zoning map will provide greater specificity and detail in areas of the City too small to be detailed in the General Plan diagrams.

The standards associated with the various zoning districts will further refine the types of activities and intensities allowed in the Land Use classifications. Zoning may be more restrictive than the classifications with respect to uses and/or intensity. For a given classification, zoning regulations

for corresponding districts may:

- ◆ exclude some uses listed in the Land Use classification definition
- ◆ include uses not listed in the definitions, provided they are consistent with the intent of the classification
- ◆ determine which uses are to be permitted as-of-right and which will be permitted conditionally
- ◆ reduce limits on intensity and density of development
- ◆ establish additional development standards and/or performance standards to implement the Policy Framework relating to land use compatibility, urban design and other considerations

## Land Use Classifications

There are 15 broad Land Use Classifications used in the diagram which are grouped into five major categories: Neighborhood Housing; Corridor Mixed Use; Industry, Commerce, and Institutional; Special Mixed Use; and Recreation & Open Space. All classifications establish intensity and/or density standards, with density maximums and maximum floor area ratios for commercial projects. For residential uses, the density maximums are not entitlements that apply to every property within a given classification. Similarly, for non-residential uses, the floor area ratios (FAR's) stated are maximums, not entitlements that apply to every property with a given classification. Each of the classifications used in the diagram is described below in terms of:

- ◆ **Intent:** the purpose of the classification
- ◆ **Desired Character and Uses:** a broad description of the character, types of uses, and activities that are desired in areas designated with the classification. This is a descriptive and not exclusive definition of use or activity
- ◆ **Intensity/Density:** the maximum intensity of building form, or density in terms of housing units per acre. Appendix D summarizes standards for population and housing density

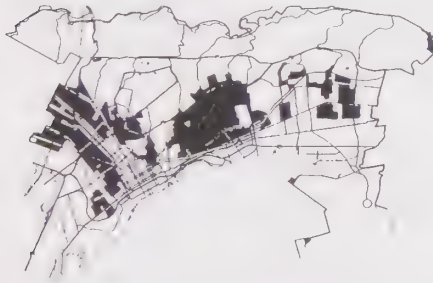
A summary of Land Use Classifications is included in the back pocket of this volume.



## Neighborhood Housing Classifications

*Four classifications are used to map the city's primary neighborhood housing areas. The classifications reflect key differences among types of neighborhoods. All of the classifications encourage quality and variety in building and landscape design, compatibility of use and form, and encourage school, community facilities, and "corner store" type of commercial activity, where appropriate.*

The Mixed Housing Type Residential classification is primarily used in the old, established neighborhood housing areas of Oakland where a mix of unit types (single family homes, townhouses, and small multi-unit buildings) along with small scale neighborhood serving businesses are frequently found in close proximity to each other.



### Mixed Housing Type Residential



**Intent:** The Mixed Housing Type Residential classification is intended to create, maintain, and enhance residential areas typically located near the City's major arterials and characterized by a mix of single family homes, townhouses, small multi-unit buildings, and neighborhood businesses where appropriate.

**Desired Character and Uses:** Future development within this classification should be primarily residential in character, with live-work types of development, small commercial enterprises, schools, and other small scale, compatible civic uses possible in appropriate locations.

**Intensity/Density:** Development of single family homes, townhouses, and small multi-unit buildings is allowed in this classification. Maximum allowable density in these areas is 30 principal units per gross acre. Within these mixed housing type neighborhoods, there exist areas and pockets of lower density housing which should be preserved through appropriate zoning designations.

**Policy Framework Basis for the Classification:** Neighborhood Goals; Neighborhood Objectives N2, N3, N6, N7, N8, N10, N11 and related policies. Waterfront Objectives W8, W12, and related policies. Downtown Objectives D1, D10, and related policies.

The Detached Unit Residential classification is used in areas of the City where the predominant development pattern is single-unit detached residential structures on lots ranging in size from 4,000 to 8,000 square feet with significant front, side, and rear yard setbacks.



The Hillside Residential classification is used primarily in the hill areas of Oakland where low densities and character are affected by slope, environmental, transportation, and fire safety constraints.



## Detached Unit Residential



**Intent:** The Detached Unit Residential classification is intended to create, maintain, and enhance residential areas characterized by detached, single unit structures .

**Desired Character and Uses:** Future development within this classification should remain residential in character with appropriate allowances for schools and other compatible scale civic institutions.

**Intensity/Density:** The most appropriate development type in these areas is detached, single family units. Maximum allowable density in these areas is 11 principal units per gross acre.

**Policy Framework Basis for the Classification:** Neighborhood Goals; Neighborhood Objectives N2, N3, N6, N7, N8, N10, N11 and related policies.

## Hillside Residential



**Intent:** The Hillside Residential classification is intended to create, maintain, and enhance neighborhood residential areas that are characterized by detached, single unit structures on hillside lots. Typical lot sizes range from approximately 8,000 square feet to one acre in size.

**Desired Character and Uses:** Future development within this classification should remain residential in character.

**Intensity/Density:** Maximum allowable density is 5 principal units per gross acre.

**Policy Framework Basis for the Classification:** Neighborhood Goals; Neighborhood Objectives N2, N3, N6, N7, N8, N10, N11 ,and related OSCAR policies.

## Corridor Mixed Use Classifications

*The Corridor Classifications are used to map the city's key corridors in a way that reflects the Policy Framework -- promoting the creation and improvement of multi-use commercial districts linking segments of multifamily housing. This classification also supports the confirmation and creation of neighborhood activity centers as focal points along the corridors. The three classifications -- urban housing, neighborhood center commercial, and community commercial -- are also used at locations away from the corridors where the described mix of uses and densities is appropriate. Corridor land use classifications are generally supported by an arterial street designation.*

Urban Residential areas are historically quite dense, consisting of apartments, flats, condominiums, walk-ups, and other multi-unit configurations some of which contain ground floor commercial services, and which are located in areas with excellent access to shopping, services, and open space resources. Examples of this type of development can be found in the Gold Coast neighborhood of downtown, in sections of Adams Point, along the Lakeside Drive edge of Lake Merritt, and along many stretches of major city corridors



### Urban Residential

**Intent:** The Urban Residential classification is intended to create, maintain, and enhance areas of the City that are appropriate for multi-unit, mid-rise or high-rise residential structures in locations with good access to transportation and other services.

**Desired Character and Uses:** The primary future use in this classification is residential. Mixed use buildings that house ground floor commercial uses and public facilities of compatible character are also encouraged. If possible, where detached density housing adjoins urban residential the zoning should be structured to create a transition area between the two.

**Intensity/Density:** Maximum allowable density in these areas is 125 units per gross acre.

**Policy Framework Basis for the Classification:** Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N5, N6, N8, N9, N10, N11, and related policies. Waterfront Objectives W8, W12, and related policies. Downtown Objectives D1, D2, D3, D6, D10, D11 and related policies.



Neighborhood Center Mixed Use areas support adjacent housing areas by providing distinctive and conveniently located mixes of retail shops, services, housing, and public facilities. Oakland has many good examples of pedestrian-oriented neighborhood center commercial areas, such as Piedmont Avenue, East 18th Street at Lake Merritt, and Fruitvale at International Boulevard.



### Neighborhood Center Mixed Use

**Intent:** The Neighborhood Center Mixed Use classification is intended to identify, create, maintain and enhance mixed use neighborhood commercial centers. These centers are typically characterized by smaller scale pedestrian-oriented, continuous street frontage with a mix of retail, housing, office, active open space, eating and drinking places, personal and business services, and smaller scale educational, cultural, or entertainment uses.

**Desired Character and Uses:** Future development within this classification should be commercial or mixed uses that are pedestrian-oriented and serve nearby neighborhoods, or urban residential with ground floor commercial.

**Intensity/Density:** The maximum FAR for this classification is 4.0. The maximum residential density is 125 units per gross acre. Vertical integration of uses, including residential units above street-level commercial space, is encouraged.

**Policy Framework Basis for the Classification:** Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N6, N8, N9, N10, N11, and related policies. Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, and I/C 3. Transportation Objectives T2, T6.

## Community Commercial

Community Commercial areas have historically served Oakland's major shopping, service and employment needs, and should continue to do so in the future. Pedestrian-oriented design is encouraged, but these areas may also accommodate larger-scale, auto-oriented developments which require sizable off-street parking areas, such as Rockridge Shopping Center, Acorn Shopping Center, and Foothill Square. The higher end of the allowable density/intensity range is most appropriate on arterials.



**Intent:** The Community Commercial classification is intended to identify, create, maintain, and enhance areas suitable for a wide variety of commercial and institutional operations along the City's major corridors and in shopping districts or centers.

**Desired Character and Uses:** Community Commercial areas may include neighborhood center uses and larger scale retail and commercial uses, such as auto related businesses, business and personal services, health services and medical uses and facilities educational facilities, and entertainment uses. Community Commercial areas can be complemented by the addition of urban residential development, and compatible mixed use development.

**Intensity/Density:** The maximum FAR for this classification is 5.0. Maximum residential density is 125 units per gross acre.

**Policy Framework Basis for the Classification:** Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N6, N8, N9, N10, N11, and related policies. Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, and I/C 3, I/C 5. Transportation Objective T2.

## Industry, Commerce, and Institutional Classifications

*These classifications encompass several anticipated growth areas of the City, which are generally located in close proximity to the I-880 Freeway corridor, the seaport, airport, and coliseum areas. The classifications that describe areas dedicated to Oakland's industry and commerce recognize types of businesses that could not have been envisioned by the City's previous Land Use Plan, and also recognize our limited ability to anticipate the business activities of the future. These classifications provide flexibility to accommodate changes in the economy and to encourage attraction of a wider range of economic development activities that can take advantage of Oakland's infrastructure and location. Because of this ever-changing nature of industrial and commercial activities, implementing regulations may change over time in order to include uses not listed below, provided they are consistent with the intent of the Plan.*

The Regional Commercial classification is used to enable Oakland to capitalize on potential large scale retail and commercial development opportunities. These types of commercial operations usually require significant parking areas, and are generally located adjacent to regional transportation facilities where they benefit from good access and visibility and are able to attract patrons from within and outside of the City limits.



### Regional Commercial

**Intent:** The Regional Commercial classification is intended to maintain, support and create areas of the City that serve as region-drawing centers of activity.

**Desired Character and Uses:** A mix of commercial, office, entertainment, arts, recreation, sports, and visitor serving activities, residential mixed use development and other uses of similar character or supportive of regional drawing power.

**Intensity/Density:** The maximum FAR for this classification is 4.0. Maximum residential density is 125 units per gross acre, in a mixed use project.

**Policy Framework Basis for the Classification:** Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, I/C 3. Neighborhood Objective N1.



## Business Mix

The Business Mix classification is a flexible “economic development zone”, which strives to accommodate older industries and anticipate new technologies, including both commercial and industrial operations. These areas contain a wide range of business and business serving activities. Different examples of development that would fall into this classification include Edgewater business park, commercial or other market supported development on the freeway frontage along I-880, and portions of West Oakland that have historically been very business intensive.



**Intent:** The Business Mix classification is intended to create, preserve and enhance areas of the City that are appropriate for a wide variety of business and related commercial and industrial establishments. High impact industrial uses, including those that may have hazardous materials on-site, may be allowed provided they are adequately buffered from residential areas. Live/work may be allowed near the edges of these districts, provided these developments do not disturb the business nature of the area. High impact or large scale commercial/retail uses should be limited to sites with direct access to the regional transportation system.

**Desired Character and Uses:** These areas may accommodate a mix of businesses such as light industrial, manufacturing, food processing, commercial, bioscience and biotechnology, research and development, environmental technology, business and health services, air, truck and rail-related transportation services, warehouse and distribution facilities, office, and other uses of similar business character.

**Intensity/Density:** The maximum FAR for this classification is 4.0. In some business mix locations, zoning should establish lower intensities to establish or maintain campus-like business settings. In others, uses and development standards should offer maximum flexibility. In areas where higher impact uses are located, buffering strategies will need to be developed.

**Policy Framework Basis for the Classification:** Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, I/C 3, I/C 4, I/C 5. Waterfront Objectives W6, W7.

General industry and Transportation uses are essential to the economic health of the city and region. This land use classification, based on the Policy Framework and the Strategy Diagram, is necessary to promote and preserve Oakland's primacy as an international transportation hub connecting the Pacific Rim with the United States. For this reason, and to take advantage of Oakland's significant transportation infrastructure, the airport, the industrial belt along San Leandro Boulevard, and the seaport are given this classification. These areas play a significant role in providing Oakland and the region with employment as an international hub in the transportation of goods and services. Because of the potential for significant off-site impacts, most areas designated for General Industry and Transportation are either located adjacent to the Business Mix or Housing Business Mix areas, with the intent of buffering impacts from primary housing areas to the greatest extent possible.



## General Industry and Transportation

**Intent:** The General Industry and Transportation classification is intended to recognize, preserve, and enhance areas of the City for a wide variety of businesses and related establishments that may have the potential to create off-site impacts such as noise, light/glare, truck traffic, and odor. These areas are characterized by sites with good freeway, rail, seaport, and/or airport access.

**Desired Character and Uses:** A wide variety of uses are included, such as heavy industrial and manufacturing uses, transportation, railyards, maritime terminals, distribution and warehousing, food processing, heavy impact research and development facilities, and other uses of similar or supporting character.

**Density/Intensity:** The maximum FAR for this classification is 2.0.

**Policy Framework Basis for the Classification:** Waterfront Objectives W5, W6, W7; Industry and Commerce Goals; Industry and Commerce Objectives I/C 1, I/C 2, I/C 4, I/C 5. Neighborhood Objective N5; Transportation Objective T1.

Institutions are a significant resource of jobs and services to Oakland residents, and many of our institutions are nationally recognized for their excellence. Hospitals, libraries, schools and colleges, and government centers are important underpinnings of Oakland's continued economic health and the well being of its citizens. These type of operations, however, can have significant local impacts on neighborhoods, and must be planned carefully.



## Institutional

**Intent:** The Institutional classification is intended to create, maintain, and enhance areas appropriate for educational facilities, cultural and institutional uses, health services and medical uses as well as other uses of similar character.

**Desired Character of the Area:** Future uses include educational and cultural facilities, institutions, health services, and medical facilities. Under certain conditions, mixed use housing and commercial development that supports these institutional areas may be allowed.

**Intensity/Density:** The maximum FAR for this classification is 8.0. Appropriate development standards that reflect the nature of the institutional facility and contain appropriate standards to address edge conditions adjacent to residential areas, and the need for expansion space, are all important factors that will be addressed by zoning.

**Policy Framework Basis for the Classification:** Neighborhood Objective N2, N5, N11, Industry and Commerce Objective I/C1.



## Special Mixed Use Classifications

*These classifications have been specifically developed for areas of the city which support a complex mix of uses. The Central Business District, the Mixed Use Waterfront District, and the Housing Business Mix Classifications all reflect the intent of the Policy Framework and anticipate the adoption of further studies and regulations. The Mixed Use Waterfront classification covers the area under study in the City/Port's Estuary Plan, which, upon completion, will be adopted as a part of this General Plan. A new set of classifications specific to the waterfront area will be developed as part of the Estuary Plan, which will correspond to the Mixed Use Waterfront classification described below.*

Consistent with the Policy Framework, the Central Business District classification allows an exciting mix of urban residential living combined with a wide range of business operations. The Downtown should be the focus of high density and intensity activities that can take advantage of the transportation infrastructure and communications network.



### Central Business District

**Intent:** The Central Business District (CBD) classification is intended to encourage, support, and enhance the downtown area as a high density mixed use urban center of regional importance and a primary hub for business, communications, office, government, high technology, retail, entertainment, and transportation in Northern California.

**Desired Character and Uses:** The CBD classification includes a mix of large-scale offices, commercial, urban (high-rise) residential, institutional, open space, cultural, educational, arts, entertainment, service, community facilities, and visitor uses.

**Intensity/Density:** For sites in the CBD, the maximum FAR is 20.0, and the maximum allowable residential density is 300 units per gross acre. In some areas identified by the Policy Framework, such as the Broadway spine, the highest FAR may be encouraged, while in other areas such as near Lake Merritt and Old Oakland, lower FARs may be appropriate.

**Policy Framework Basis for the Classification:** Downtown Goals; Downtown Objectives D1, D2, D3, D4, D5, D6, D7, D8, D9, D10, D11, D12, D13. Transportation Goals; Transportation Objectives T2, T3, T4, T6. Industry and Commerce Goal; Industry and Commerce Objectives I/C 1, I/C 2, I/C 3; Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N6, N8, N9,

N10, N11.

Detailed use and design standards for the Mixed Use Waterfront District will be established by the Estuary Plan (to be adopted as part of the Oakland General Plan). The Plan will differentiate among the waterfront subdistricts and determine appropriate uses and development standards at different locations within this Showcase district. Note: the Mixed Use Waterfront District does not include the seaport or airport areas.



### Mixed Use Waterfront District

**Intent:** The Mixed Use Waterfront District is intended to encourage, support, and enhance the transformation of the land adjacent to the shoreline into a vibrant mixed use waterfront. More specific uses, densities/intensities and design guidelines will be adopted in an additional set of land use classifications for this area as part of the General Plan with the adoption of the Estuary Plan.

**Desired Character and Uses:** Land uses include a mix of commercial, entertainment, visitor-serving, commercial recreation, marina, residential, cultural, office, manufacturing, distribution, and research and development uses. These are further described by waterfront area within the Waterfront section of the Policy Framework.

**Intensity/Density:** Maximum nonresidential FAR is 5.0, and maximum residential density is 125 units per gross acre.

**Policy Framework Basis for the Classification:** Waterfront Goals; Waterfront Objectives W1, W2, W3, W4, W8, W9, W10, W11, W12.

The Housing and Business Mix classification identifies areas of the city where a complex mix of residences and businesses has evolved due to converging historic development patterns. As reflected in the Strategy Diagram and the Policy Framework, these areas may require additional attention to buffer the impacts of incompatible adjacencies, and the careful development and enforcement of performance standards to ensure compatible co-existence.



### Housing and Business Mix

**Intent:** The classification recognizes the equal importance of both housing and business. This classification is intended to guide a transition from heavy industry to low impact light industrial and other businesses that can co-exist compatibly with residential development. Respect for environmental quality, coupled with opportunities for additional housing and neighborhood-friendly businesses is desired, as well as the transition from industry that generates impacts detrimental to residences.

**Desired Character and Uses:** Future business development within this classification should be compatible with housing, and housing development should recognize the mixed business nature of the area. Development of site specific buffers are essential as are specific conditions under which business and housing will coexist. This classification allows mixed housing type density housing, “live-work” space, low-impact light industrial, commercial, and service businesses, and compatible community facilities.

**Intensity/Density:** The maximum residential density is 30 principal units per gross acre. The maximum non-residential FAR is 3.0.

**Policy Framework Basis for the Classification:** Neighborhood Goals; Neighborhood Objectives N1, N2, N3, N5, N6, N9, N10. N1, N12, and related policies; Industry and Commerce Objectives I/C 1, I/C 2, I/C 4 and related policies.



## Recreation and Open Space Classifications

The two Recreation and Open Space classifications are taken from the Open Space, Conservation and Recreation Element (OSCAR) of the General Plan, adopted in 1996. The OSCAR's maps and text provide a great deal of additional detail about the City's open space plans and should be referred to for more information.



### Resource Conservation

**Intent:** The Resource Conservation classification is intended to identify, enhance and maintain publicly-owned lands for the purpose of conserving and appropriately managing undeveloped areas which have high natural resource value, scenic value, or natural hazards which preclude safe development.

**Desired Character and Uses:** Future development within this classification is extremely limited, and must relate to the conservation and management of natural resources, public open space, and natural hazards.

**Intensity/Density:** Buildings are not permitted in Resource Conservation areas except as required to facilitate the maintenance of conservation areas.

**Policy Framework Basis for the Classification:** OSCAR Objective OS 1.

### Urban Park and Open Space

**Intent:** The Urban Park and Open Space classification is intended to identify, enhance and maintain land for parks and open space. Its purpose is to maintain an urban park, schoolyard, and garden system which provides open space for outdoor recreation, psychological and physical well-being, and relief from the urban environment.

**Desired Character and Uses:** Urban parks, schoolyards, cemeteries, and other active outdoor recreation spaces.

**Intensity/Density:** The OSCAR generally describes facilities that may be included in urban parks and open spaces, which may include one "caretaker's" dwelling unit per site, if needed. Otherwise, policies call for "No net loss" of open space. Standards for lot coverage will be included in the development of open space zoning.

**Policy Framework Basis for the Classification:** OSCAR Objective OS 2.

**Table 4**  
**Summary of Land Use Classifications**

<b>Classification</b>	<b>Primary Uses</b>	<b>Intensity / Density Maximum</b>
<b>Neighborhood Housing Classifications</b>		
Mixed Housing Type	Housing	30 units/gross acre
Detached Unit Residential	Housing	11 units/gross acre
Hillside Residential	Housing	5 units/gross acre
<b>Corridor Mixed Use Classifications</b>		
Urban Residential	Housing, ground-floor commercial	125 units/gross acre
Neighborhood Center Commercial	Retail, housing, services, community facilities	125 units/gross acre; 4.0 non-residential FAR
Community Commercial	Retail, health and medical, housing, services, community facilities	125 units/gross acre; 5.0 non-residential FAR
<b>Industry, Commerce, and Institutional Classifications</b>		
Regional Commercial	Retail, recreation, visitor-serving uses	4.0 FAR
Business Mix	Light industry, research and development, low-impact manufacturing	4.0 FAR
General Industry and Transportation	Manufacturing, distribution, transportation	2.0 FAR
Institutional	Educational, cultural, medical	125 units/gross acre; 8.0 FAR
<b>Special Mixed Use Classifications</b>		
Central Business District	Office, housing, retail, services, cultural facilities	300 units/gross acre; 20.0 non-residential FAR
Mixed Use Waterfront District	Retail, entertainment, housing, office	125 units/gross acre; 5.0 non-residential FAR
Housing and Business Mix	Housing and low-impact business	30 units/gross acre; 3.0 non-residential FAR
<b>Recreation and Open Space Classifications</b>		
Resource Conservation	Open space conservation	no buildings
Urban Park and Open Space	Active and passive recreation	up to one caretaker unit, no net loss







# 4

## IMPLEMENTATION PROGRAM

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What makes this Oakland General Plan different from previous Oakland plans and the plans of many other cities is the emphasis placed on implementation of all its Elements. The General Plan Congress is solidly committed to the successful implementation of this plan. The General Plan is designed to function as a living document, and to be continuously used as a tool to guide public and private action through regulations and investments. This chapter provides a foundation for implementation of the Land Use and Transportation Element at two levels:

**Citywide:** The General Plan Priority Implementation Agenda for 1997-2002 describes five key programs the City will undertake in the next five years to implement the Land Use and Transportation Element citywide. The items on the agenda are listed in the Chapter Contents on the following page.

**Area-Specific:** Area Views in this chapter characterize each of six parts of the city and discuss how local issues are addressed by this Element.

Together the Implementation Agenda and the Area Views will advance the Land Use and Transportation Element Policy Framework and assist in implementing the Land Use and Transportation Plan. The Implementation Program is based on two key principles:

**Focus:** Using resources in a concentrated manner to generate the greatest benefits

**Priority:** Identifying the most important activities to be accomplished first.

Highlights of the Priority Implementation Agenda are described on the following page, followed by a discussion of each of the five agenda items in some detail, describing the work to be done and how it will be accomplished, given adequate funding. The remainder of the chapter is devoted to the Priority Implementation Agenda and the Area Views.



## Chapter Contents

### **PRIORITY IMPLEMENTATION AGENDA**

#### HIGHLIGHTS OF THE IMPLEMENTATION PROGRAM

- a GENERAL PLAN ADMINISTRATION
- b ZONING CONSISTENCY AND PLANNING CODE REVISIONS
- c COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY FOR SHOWCASE AREAS
- d COMPREHENSIVE COMMUNITY AND ECONOMIC DEVELOPMENT STRATEGY FOR NEIGHBORHOODS,  
TRANSIT-ORIENTED DISTRICTS AND CORRIDORS
- e TRANSIT AND TRANSPORTATION IMPROVEMENT STRATEGIES

### **AREA VIEWS**

WEST OAKLAND

CENTRAL/CHINATOWN

EAST OAKLAND

SAN ANTONIO / FRUITVALE / LOWER HILLS

NORTH AND SOUTH HILLS

NORTH OAKLAND

## PRIORITY IMPLEMENTATION AGENDA: 1997 - 2002

### Highlights of the Implementation Program



Oakland City Hall

Mechanisms will be put in place to ensure that the General Plan is effectively used as the primary guide for the development and conservation of the city. These include:

- ◆ **City zoning made consistent with the General Plan**  
Adoption of this Element will be followed by a major overhaul of the zoning regulations, including development of design guidelines. Other planning regulations will also be reviewed for consistency and revised as needed. These update processes will be conducted with substantial public input.
- ◆ **City expenditures linked to the General Plan**  
Prior to approval, the budget, capital improvement program, and bond issues will be submitted and reviewed for General Plan consistency.
- ◆ **Establishment of a General Plan Implementation Committee**  
A General Plan Implementation Committee comprised of the Mayor, At-Large City Councilmember, City Planning Commissioners, and General Plan Congress Members will be established to coordinate implementation efforts for the five years following Element adoption. The committee will make recommendations to the Planning Commission and City Council, and facilitate community involvement. To support the committee, the City Manager shall convene a General Plan coordinating group composed of Agency Directors, the Planning Director, and key city staff.
- ◆ **General Plan annual review, as required by State Law**  
The Implementation Committee will develop a review process which will include a public workshop followed by reports to the Planning Commission and City Council.
- ◆ **Amendment Cycles for the General Plan**  
Amendments, when necessary, will be conducted through a process that establishes three distinct Amendment cycles per year, one of which will coincide with the annual review. Multiple amendments may be processed during each cycle. Any amendments will be required to assess implications for the General Plan, and meet a series of strict consistency findings.
- ◆ **Effective interdepartmental procedures**

Procedures will be established to ensure General Plan consistency for major projects and programs, both public and private., including procedures for the review of major city and Port projects to ensure consistency and conformance with the General Plan.

- ◆ **Implementation of the City's Economic Development Strategy**

Implementation of the City's Economic Development Strategy is fundamental to the achievement of the Element's Policy Framework and will be accomplished through both citywide and area-specific initiatives focused on Showcase Districts and target areas and neighborhood activity centers identified in the area views.

The Priority Implementation Agenda outlines five major actions required for successful implementation of the Element. Many of these will also help implement other major initiatives, including the Citywide Economic Development Strategy and Redevelopment Plans for the Downtown and Coliseum Areas. Discussion in this section is supplemented by ideas in the Area Views, and in the Implementation Sourcebook, a separate volume available through the Community and Economic Development Agency.

Many implementation actions directly involve the Port of Oakland. These include activities relating to the Airport and Seaport as well as to other waterfront lands in Port jurisdiction, which will require close coordination between the City and the Port.



- ♦ Provide for a public workshop prior to presentation of a report to the Planning Commission
- ♦ Determine the content, format and timing of the General Plan annual review report
- ♦ Adopt General Plan Annual Review procedures and add the procedures to the Planning and Building Division's Policies and Procedures Manual
- ♦ Prepare first annual report

**Lead Agency/Division:** CEDA, Strategic Planning

**a3**

### **Develop General Plan amendment cycles and related procedures**

By State law cities are permitted to make amendments to their general plans “if deemed to be in the public interest” and “not more than four times per year” for each mandatory element (with some exceptions). However, more than one amendment may be processed at one time. To avoid erosion of the Plan by piecemeal amendments, and to provide comprehensive analysis of the cumulative impacts of proposed amendments, the City of Oakland will limit General Plan amendments to occur during three distinct cycles per year, with one cycle per year to be coordinated with the Plan’s annual review. Additionally, each amendment cycle must include an assessment of the cumulative implications of amendments on the General Plan, and the City must make strict findings that each amendment is consistent with the overall goals, objectives, and policies and the entire General Plan. Findings must specifically address a) how the amendment advances Plan implementation.; b) how it is consistent with the policies in each Element; c) any inconsistencies that would need to be reconciled; and d) examination of citywide impacts to determine if the amendment is contrary to achievement of citywide goals.

#### **Steps**

- ♦ Develop recommended General Plan Amendment procedures including the following provisions:
  - ♦ three cycles for plan amendments, one coordinated with the annual review, each including an analysis of cumulative impacts
  - ♦ annual report on the cumulative effects of all proposed amendments
- ♦ Adopt procedures
- ♦ Incorporate procedures into Community and Economic Development Agency (CEDA) and Public Works Agency’s Policy and Procedures Manual

ensure that the Plan is responsive to changing conditions, and to track the effectiveness of implementation efforts.

## a1

**Establish procedures to link the General Plan to the City's investments and resource allocations including the adopted Budget, the Capital Improvements Program, and bond measures**

The General Plan will be the basis for many City activities, and will be used as the tool for establishing work programs and associated expenditure and staffing plans. Procedures for the preparation of the budget and the capital improvement program will include evaluation of progress toward meeting General Plan goals. **Prior to adoption of the budget by the City Council**, the City Planning Commission will make recommendations on the proposed operating budget and CIP, with respect to their consistency with the General Plan. Procedures need to be established for review of the operating budget and CIP by the Planning Commission. Interdepartmental coordination is needed to develop an understanding of the General Plan by all City agencies prior to their budget and CIP submissions.

### Steps

- ♦ Develop and enhance mechanisms for interdepartmental/interagency coordination for General Plan implementation
- ♦ Work with the Public Works Agency, and Budget and Finance Agency to examine and, if necessary, amend and/or re-prioritize the City Council goals used in the budget and CIP process to reflect the goals of the General Plan
- ♦ Develop procedures for review of the proposed budget and CIP by the Planning Commission prior to approval of the CIP and budget, include Planning Commission training on budget and finance procedures

**Lead Agency/Division: CEDA, Strategic Planning**

## a2

**Develop procedures for annual review of the General Plan and progress in its implementation**

State law requires planning agencies to provide an annual report to the City Council on the status of the plan and progress in its implementation. While annual reports on the plan are made to the City's Planning Commission, there are no established procedures specifying when the report should be scheduled, its format, or its content. As a result, monitoring efforts may be incomplete in addressing all elements and their respective implementation programs.

### Steps

- ♦ Determine the appropriate procedures for the General Plan Annual Review

a6

**Establish practices and procedures for encouraging use of the General Plan by both City and non-City agencies, and for review of major projects in neighboring jurisdictions**

The physical development of the city is influenced to a great extent by the activities of agencies and jurisdictions beyond City control. Among the most significant are the Oakland Unified School District, BART, AC Transit, the Port of Oakland, and neighboring cities. Other agencies that have a role in implementing the Plan include East Bay Regional Parks District, Bay Conservation and Development Commission, Caltrans, and the Alameda County Transportation Authority. Coordination with other local jurisdictions and agencies is an important step in Plan implementation.

**Steps**

- ♦ Develop and enhance mechanisms for coordinating Plan implementation actions with non-City agencies, including broad distribution of the Plan and supporting documents to other agencies on a timely basis
- ♦ Develop procedures for review of non-City Capital Improvement Programs, and development of major public facilities by non-City agencies for General Plan consistency, consistent with provisions in State law
- ♦ Enhance programs for review of both public and private projects in neighboring jurisdictions that have a potential impact on implementation of the General Plan

**Lead Agency/Division: CEDA, Strategic Planning**

a7

**Prepare and adopt remaining General Plan Elements**

State Government Code requires that local general plans contain seven elements, among them Safety, Noise, and Housing. The Safety and Noise Elements, last updated in the mid-1970's, are the elements of Oakland's General Plan most in need of updating. The Housing Element is more current and was last updated in 1991. However, the Housing Element is subject to mandatory five-year updates and certification by the State Department of Housing and Community Development (HCD). A Housing Element can only be certified if it demonstrates that the city is taking specific actions to meet its "fair share" of the region's affordable housing needs (as determined by HCD). Oakland's Housing Element is scheduled to be updated in 1998 (due in 1999). It is recommended that all remaining Elements be updated simultaneously.



- ◆ Develop forms and institutionalize procedures through staff training

**Lead Agency/Division:** CEDA, Strategic Planning

**a4**

**Form a General Plan Implementation Committee**

Preparation of the Land Use and Transportation Element was guided by the General Plan Congress, a 32-member body appointed to represent the people of Oakland by the Mayor and City Council. The Congress maintained an active outreach program throughout the development of Land Use and Transportation Element which ensures that the plan truly reflects of community values. For continuity, and to facilitate public involvement in the Plan's implementation process, a General Plan Implementation Committee, comprised of the Mayor, At-Large Councilmember, City Planning Commissioners, and Congress members will be formed. This committee will provide guidance for the development of implementation procedures as described in this section. The City Manager will appoint a General Plan Coordinating Committee to support the implementation committee, which will consist of Agency Directors, the Planning Director, and key staff.

**a5**

**Establish interagency review procedures to maintain consistency between the General Plan and the City's other regulations and plans, and to ensure that future development is consistent with the Plan**

**Steps**

- ◆ Prepare descriptions of the broad roles and responsibilities of Implementation Committee members
- ◆ Appoint and convene committee members

**Lead Agency/Division:** CEDA, Strategic Planning

Once the City's zoning ordinance and other land use regulations are brought into consistency with the General Plan (See Agenda item B), an interagency process will be established to ensure General Plan consistency prior to approval of proposed ordinances, plans, and projects (both public and private) affecting the future development of the city.

**Steps**

- ◆ Develop review procedures for evaluating proposed regulations and projects for General Plan consistency; include procedures for Planning Commission review of major capital improvement projects

**Lead Agency/Division:** CEDA, Strategic Planning

The Zoning Regulations are the most important tool in controlling land development activities. Although the Regulations have been amended many times, there has not been a comprehensive update since August 1965. Amendments have addressed changing laws, land use and zoning issues, changes in economic and community dynamics, and neighborhood concerns.

The Zoning Ordinance translates the Element's land use classifications and Policy Framework into a regulatory format. As a charter city, Oakland is exempt from the statutory requirement that zoning be consistent with the General Plan. However, the City is electing to have and maintain zoning consistency. The Land Use and Transportation Plan Diagram, in concert with the Policy Framework and other Plan Elements, establishes the City's general intent regarding future zoning. Following adoption of the Element, the City will revise its Zoning Regulations and Zoning Map to establish consistency. New zoning designations will be established to reflect changes in land use classifications.

Until the Zoning Regulations are updated, the City will apply land use designations and controls as specified by existing zoning, except where such action would expressly conflict with the updated General Plan. Where a conflict does arise, the City will apply the updated General Plan policies and land use designation.

The work of rewriting the Zoning Regulations will be organized into four major phases which are generally described as follows. Since the existing Zoning Regulations are regarded as cumbersome and difficult to use, a simpler, more user-friendly code will be developed. Ultimately the Zoning Regulations should be accessible through the internet and formatted for easy use. A procedures manual for implementation should be created to assist staff in consistent interpretation.

**Lead Agency/Division:** CEDA, Zoning and Strategic Planning

**Phase I: Assessment and policy development**

The first phase involves identifying and making recommendations regarding a number of key issues, including development of new zoning districts, regulations on non-conforming uses, development of criteria and standards to achieve a reduction in discretionary review, and development and design guidelines. This assessment will include diagram and policy direction from all Plan Elements. (See Implementation Sourcebook for more detail.)

**Steps required to update the Safety, Noise and Housing Elements:**

- ◆ Prepare detailed work programs for the Safety, Noise and Housing Elements and determine budget and staffing requirements
- ◆ Form Citizens Advisory Committees and Technical Advisory Committees, as appropriate;
- ◆ Perform data assessments as a basis for policy choices
- ◆ Resolve policy and program issues related to technical aspects of each element;
- ◆ Prepare Draft Elements and environmental clearance documents
- ◆ Conduct public hearings and adopt Draft Elements
- ◆ Obtain State certification of the Housing Element

**Lead Agency/Division:** CEDA, Strategic Planning

## b. Zoning Consistency and Planning Code Revisions

**Objectives**

- ◆ To establish and maintain zoning regulations consistent with the General Plan to ensure that development on individual properties is consistent with the General Plan land use designations and policies
- ◆ To develop regulations sensitive to existing and potential land uses and development types in Oakland, including the various activities described in all Plan Elements and the City's Economic Development Strategy
- ◆ To create a "user-friendly" document by minimizing the complexity of regulations
- ◆ To reduce the number of projects requiring discretionary review and expedite the project approval process by establishing design and/or performance standards for some projects
- ◆ To improve urban design
- ◆ To protect public health, safety and environmental quality

**b1**

### Revise zoning regulations

The Planning Code currently consists of five ordinances/regulations: the Zoning Regulations, the Zoning Maps, Environmental Review Regulations, Deemed Approved Alcoholic Beverage Regulations, and the Subdivision Ordinance. As the primary tools for regulating development within the City of Oakland, these documents are to be current and consistent with the General Plan.



### c. Comprehensive Economic Development Strategy for Showcase Areas

#### Objectives

- ♦ To focus choices made through local government in a manner that leverages resources to better achieve sustained economic growth
- ♦ To provide a strategic basis for future planning activities
- ♦ To identify high priority areas for public investment that will in turn stimulate private investment
- ♦ To strengthen the structure of the city as described in this Element

The Element recognizes the importance of employment and economic development in shaping the city and providing jobs and revenues to contribute to a better quality of life. While much effort has been dedicated to a variety of City programs and projects aimed at improving economic conditions, adherence to an overall strategy to for future efforts is needed. The Mayor's Economic Development Strategy, 1997, provides guidance toward establishment and retention of targeted industries deemed essential to Oakland's future health. The Land Use and Transportation Element was based on assessment and implementation of that strategy in the business areas of Oakland. In short, Oakland can expect the decline in manufacturing to continue, while the need for more flexible business areas that can accommodate a range of emerging technologies is needed. However, as a built-out City, Oakland has few areas of open land for development. For this reason, strategies and programs that support reuse, clean up, and targeted relocation of essential industries to areas where support services, distribution networks, and reduced conflicts with residential areas exist will be critical for Oakland's future economic health. Providing support for redevelopment or reuse of vacant or underutilized industrial and business areas is absolutely necessary to encourage business relocation and expansion opportunities in Oakland.

#### Steps

- ♦ Review the Mayor's Economic Development Strategy to identify those components that can be achieved through General Plan implementation activities in the Showcase districts
- ♦ Develop a work program for implementation of the Economic Development Strategy in Showcase Districts

**Lead Agency/Division:** CEDA, Strategic Planning

#### c1

**Link the citywide comprehensive economic development strategy to economic development efforts in Showcase districts**

**b2****Revise the zoning maps****Phase II: Preparation of updated Zoning Regulations**

The next phase of work entails designing an outline and format, then drafting the Zoning Regulations. The Regulations will incorporate agreed-upon solutions and recommendations regarding issues identified in Phase I.

**Phase III: Internal consistency review of the updated Zoning Regulations**

This phase of work includes internal review of the Draft Zoning Regulations by appropriate City agencies. The intent is to determine if the draft is consistent with the codes and regulations of other City divisions and agencies. As part of administrative review, each division or agency will assess the implications that the Zoning Regulations will have on their staff resources and their ability to implement and enforce its provisions. The Draft Zoning Regulations will be revised based on this review.

**Phase IV: Public Review and Adoption of Zoning Regulations and Possible Preparation of User Guide**

The updated Zoning Regulations will be circulated to the public for comment during this phase of the work.

Once the Zoning Regulations are adopted, the Zoning Maps will be updated to reflect the new districts that have been established and to achieve consistency with the Land Use and Transportation Plan.

**Lead Agency/Division:** CEDA, Zoning and Strategic Planning

Concurrently with revision of the Zoning Map, the Environmental Review Regulations and Subdivision Ordinance will be revised to ensure consistency with the General Plan and Zoning Regulations. Land use regulations not included in the Planning Code, such as the grading ordinance, should also be reviewed and revised for consistency. In addition to text changes to zoning districts, administrative procedures will be reviewed for consistency.

**Lead Agency/Division:** CEDA, Zoning and Strategic Planning

**b3****Revise other planning regulations**

Reuse, which is being planned under the auspices of the Oakland Base Reuse Authority (OBRA), should include a broader analysis of the Base's linkages to the West Oakland community, and determine economic development opportunities that can be beneficial to both areas.

### Steps

- ♦ Assess the level of effort needed for the City to complete Showcase planning efforts for the Airport/Gateway, Downtown and Coliseum Area Specific Plan
- ♦ Identify resources for the development of plans, and potential to coordinate and share funding responsibilities with other jurisdictions and agencies
- ♦ Devise a schedule for plan production/implementation
- ♦ Initiate planning activities for the plans judged to be of highest priority

**Lead Agency/Division:** CEDA, Strategic Planning

## C3

### Implement the Economic Development Strategy for "Target Industries" within the framework of the General Plan Elements.

The Mayor's Economic development Strategy identified target industries to focus on as a means to catalyze economic development and assist Oakland in making the transition to a changing economy. These target industries need to be matched with land use opportunities. While the Land Use and Transportation Elements have identified and mapped areas of the city with broad land use classifications suitable for these emerging industries, further planning involving identification of specific sites, analysis of infrastructure requirements, the potential for adaptive reuse of existing buildings, and other factors necessary to support new business is needed. The Economic Development Strategy lays out the key steps that must be completed, within the framework of the General Plan Elements.

### Steps

- ♦ Assess the level of effort needed for the City to complete planning and economic development efforts to capture "Target Industries".
- ♦ Identify resources for the development of plans, and potential to coordinate and share funding responsibilities with other jurisdictions and agencies
- ♦ Devise a schedule for plan production/implementation
- ♦ Initiate planning activities for the plans judged to be of highest priority

**Lead Agency/Division:** CEDA, Strategic Planning



**C2****Develop and implement plans to enhance Showcase districts**

The approach to planning for each of the Showcase areas is distinct. Drawing upon the Mayor's Economic Development Strategy and the guidance of the General Plan Elements, the City should expedite the following actions:

**Mixed Use Waterfront Showcase**

Planning efforts sponsored jointly by the City of Oakland and the Port will culminate with adoption and implementation of the more detailed Estuary Plan that will guide future development, development standards, Port/City coordination efforts, targeted public improvements and overall waterfront conservation efforts.

**Airport / Gateway Showcase**

Conduct detailed planning for the Hegenberger Gateway, including 98th Avenue as the airport's functional gateway, in conjunction with the Port of Oakland, with the Port responsible for planning for Airport operations in consultation with adjoining jurisdictions and responsible regulatory agencies. Link Plans for the Airport area with those of the Coliseum Showcase where advantageous and appropriate.

**Downtown Showcase**

Focus planning for the Downtown Redevelopment area to encourage economic development and define subdistricts of the Downtown through distinguishing distinct land uses, transportation, urban design, and other features. Coordinate the Downtown Redevelopment Plan to work in concert with the General Plan.

**Coliseum Area Showcase**

Focus planning to encourage region-serving economic development through promoting the introduction of new retail and visitor-serving uses, as well as operations that take advantage of the close proximity of the Airport and plans for the Airport Showcase. The Coliseum Area Redevelopment Plan should work in concert with the General Plan. Prepare a Specific Plan for the Coliseum BART area to focus development and investment at this multi-modal center.

**Seaport Showcase**

The Port of Oakland is the planning and operating agency for the Seaport Showcase. Detailed planning to reduce the impact of truck operations on West Oakland neighborhoods, while maintaining a vital business area that capitalizes on the Port is of primary importance. Reuse of the Army Base and FISC sites for economic development is a primary objective of this Plan, and should be implemented through joint efforts with the Port of Oakland and other interests. The Army Base

**d2****Target community and economic development activities based on Area Team work**

The Community and Economic Development Agency has established an area-based approach to planning and service delivery in Oakland. Area Teams, made up of diverse staff from across the Community and Economic Development Agency (CEDA) and other City agencies, are in place to prioritize and focus resources and take action. These teams are developing and implementing action programs throughout the city's neighborhoods, and they provide an effective mechanism for identifying locations for targeted investment. Area Team work and successive rounds of community workshops during preparation of this Element have identified a broad spectrum of improvements for many parts of the city.

Limited City resources require that public investments be made in areas where they can derive the greatest benefits. The Area Views in this section identify candidate locations for improvement projects, including Area Team targets, by planning area. A citywide map of target areas developed by CEDA Area Teams in 1996-1997 will be used as a guide for public investment for the first budget cycle.

The Economic Development Strategy proposes that economic development plans be prepared for those neighborhood activity centers which would most benefit from economic development and have a beneficial impact on the economic development of the city as a whole. Area Teams will also identify candidate activity centers for these plans.

**Steps**

- ♦ Maintain city area-based teams to identify priority areas for targeted investment on an ongoing basis
- ♦ The City budget shall include target areas for investment. These target areas shall be identified for inclusion in the budget through a community process. The budget shall contain a detailed schedule and program for expenditure of funds within the identified target areas.
- ♦ Develop action programs that are integrated with existing efforts and provide stimuli and/or incentives for private development
- ♦ Within the target areas described below, identify neighborhood activity centers for economic development planning and devise a schedule for production and implementation of economic development plans

**Lead Agency/Division: CEDA, Strategic Planning**

## d. Comprehensive Community and Economic Development Strategy for Neighborhoods, TOD's and Corridors

### d1

**Link the citywide comprehensive economic development strategy to community and economic development efforts in neighborhoods, transit-oriented districts and corridors**

#### Objectives

- ◆ To focus and leverage resources to better achieve sustained economic growth
- ◆ To identify high priority activities for public investment that stimulates private investment
- ◆ To improve neighborhood activity centers, neighborhood housing areas, TODs and corridors
- ◆ To strengthen the structure of the city as described in this Element

The City's Economic Development Strategy addresses economic development in neighborhood commercial areas and along corridors. The Economic Development Strategy will be reviewed to identify activities that will implement its objectives in concert with implementation of this Element as it pertains to neighborhood activity centers and housing areas, transit-oriented districts, and corridors. Its implementation should be coordinated with the work of Area Teams, described below, to promote sustainable and environmentally suitable development.

#### Steps

- ◆ Review the proposed Economic Development Strategy for consistency with the General Plan
- ◆ Develop a work program that will integrate portions of the Economic Development Strategy relating to neighborhoods, TOD's and corridors with Area Teams' strategies

**Lead Agency/Division: CEDA, Strategic Planning**



Coordination with Caltrans, the Port of Oakland, the railroads, the Alameda County Congestion Management Agency, Metropolitan Transportation Commission, and local transportation service providers such as AC Transit and BART is important for funding, planning, and construction of improvements to the transportation system, both within Oakland and impacting Oakland's system. The City needs to work with these and other agencies to ensure that the existing services and facilities in Oakland are improved, maintained and preserved.

### Steps

- ◆ Provide the technical resources of planning staff to create and develop partnerships with City and outside Agency transportation providers and operators, as well as the Oakland community.
- ◆ Work with transit providers to implement improvements along transit arterials, focusing services at neighborhood activity centers and in showcase areas. Coordinate with AC Transit to implement the Quality Bus Concept, which includes increasing service frequency, improved bus stop design, signal pre-emption, upgraded buses, and enforcement of bus zone restrictions to provide reliable, frequent bus service along transit streets, and coordinate with private shuttle services to provide paratransit service where needed.
- ◆ Coordinate with Caltrans to ensure that highway construction and improvements facilitate local economic development activities, accessibility to the waterfront, and to other region-serving locations in Oakland. Ensure that freeway planning supports multiple means of travel, and does not preclude future local transportation plans from being implemented. Work to obtain and improve directional signs to Oakland.
- ◆ Work with other agencies, such as the Congestion Management Agency, the Metropolitan Transportation Commission, and State and Federal Government agencies, as well as nearby cities, to secure funding for public infrastructure improvements, including light rail or electric trolley service, and to that maintain and enhance transit and transportation operations in the Oakland Area.
- ◆ Work with the Port of Oakland to maintain and enhance Port operations in the Seaport and Airport and at intermodal terminals, while resolving local impacts on residential neighborhoods. Work to develop water transportation options and to improve ferry service for Oaklanders.

## e. Transit and Transportation Improvement Strategies

### Objectives

- ♦ To implement the Element's Transportation Plan
- ♦ To maintain the transit system for existing transit-users
- ♦ To enhance the existing transit system to encourage alternatives to the automobile

The importance of focusing on transportation, transit-oriented development, and transit as an integral part of the planning process has been clear throughout the development of this Element. This emphasis is reflected in the Policy Framework and in the Transportation Plan. Implementation activities are critical to ensure that the work of agencies other than the City will make decisions and take actions that benefit Oakland.

The Transit First resolution passed by the City Council on October 29, 1996 recognizes the importance of striking a balance between economic development opportunities and the mobility needs of those who travel by means other than the private automobile. The policy favors modes that have the potential to provide the greatest mobility for people, rather than vehicles. The support for a Transit First policy is an indication of the importance of public transit to the City and the need for cooperative efforts to improve local transit.

*"Transportation is a key topic for the City of Oakland's economic and social health."*

- Community Workshop Participant

AC Transit and BART provide most of the transit service to Oakland, although other services, such as paratransit, taxicabs, and ferries, provide important alternatives to the personal automobile as well. In 1997, AC Transit is mid-way through a restructuring of the entire system to a multi-destinational route network. AC Transit is in the process of preparing a strategic plan that identifies service priorities and implementation recommendations. The Draft Strategic Plan was issued in September 1996. The report identifies underlying structural problems in AC Transit's cost and revenue trends that, if unchecked, could lead to major financial problems in future years. In order to preserve the existing network, the City needs to take action to assist AC Transit and ensure that the city's transit needs are addressed through coordinated efforts among the transit providers and planning agencies.

- ♦ Utilize and enforce conditions of approval for major projects, including assessments for transportation or transit improvements, and conditions to assess and resolve the impacts of truck transportation on residential neighborhoods, where appropriate.
- ♦ Participate in efforts to discourage free BART and subsidized employer parking, particularly in the downtown area.
- ♦ Assist in the development of intermodal transfer stations that accommodate multiple travel options, consistent with the General Plan Elements.
- ♦ Implement transit priority improvements as part of future developments along transit streets

**Lead Agency/Divisions:** CEDA, Strategic Planning & Zoning

### e3

#### Explore alternatives to increase funding for transit

Because continued transit support at the state and federal level is uncertain, the City needs to look closely at ways to increase sources of funding for transit. Local funding sources include the 1/4 cent sales tax and the Measure B program. The current 1/4 cent sale tax dedicated for transit is sensitive to downturns in the economy, but will benefit from future increases in the retail tax base. The County transportation sales tax program, Measure B, approved in 1986, provides transit operating costs to AC Transit over its 15-year life. Reauthorization of Measure B will be considered by Alameda County voters in 1998.

#### Steps

- ♦ Establish staffing and resources
- ♦ Support reauthorization of transportation sales tax with a fair share of funds for AC Transit
- ♦ Encourage developer contributions that mitigate traffic impacts of the development project
- ♦ Along transit streets, assess the potential benefit of using developer fees to contribute to improved transit. Weigh the benefit against the need to achieve other General Plan and economic development goals
- ♦ Work with AC Transit to pass benefit assessments that generate revenues for targeted service areas. If necessary, support enabling legislation to allow AC Transit to put on the ballot a measure that assesses fees to targeted service areas rather than district-wide
- ♦ Pursue state Transit Capital Improvement (TCI) funds
- ♦ Support federal funding flexibility in the re-authorization of ISTEA



- ◆ Complete the Bicycle and Pedestrian Masterplan, coordinate with the Port and Bay Conservation and Development Commission to complete and implement the Public Access Plan for the shoreline, and work with ABAG and the Port to complete Oakland's portion of the Bay Trail.
- ◆ Work with BART to ensure that facilities are upgraded, service is consistent, security is improved, and landscaping and maintenance is provided for the BART System properties in Oakland. Work to implement the Capitol Corridor Rail service in Oakland.
- ◆ Coordinate the provision of street lighting, street improvements, soundwalls, bicycle and pedestrian facilities, and other streetscape elements within Oakland agencies and with adjacent jurisdictions.

**Lead Agency/Division:** CEDA, Public Works Agency

## e2

**Include transit, provision of alternative transportation, and parking as integral parts of the planning and development review process**

The needs of transit users are an important part of the planning and development approval process that all-too-often is overlooked. The transit system can and should be supportive of land use and development patterns along the transit corridors, and vice-versa. As the City becomes increasingly congested, both transit and the availability of alternative methods of travel, such as biking, walking, or carpooling will need to be accommodated. Sufficient and appropriate parking for all of these different types of vehicles will need to be established and maintained through implementation activities.

### Steps

- ◆ Establish staffing and resources
- ◆ Implement transit-oriented design features along transit streets, giving priority to locations where there already is a high level of transit service
- ◆ Explore incentives for transit-oriented development, such as density bonuses and reduced parking requirements near transit, and integrate these considerations into work on the Zoning Ordinance update
- ◆ During review of applications for major developments, analyze and address transportation (including autos, bicycles, walking, and trucking) , transit, and parking needs of the potential employees, dwellers, customers and visitors to the potential development.



**e4**

**Prepare a citywide transportation and infrastructure improvement program to define, prioritize, and identify funding sources for each of the projects included in the Transportation Plan**

- ♦ Work with regional planning agencies and other jurisdictions to direct funding and planning efforts towards parts of the region – such as Oakland and other Bay Plain cities – that support high levels of transit ridership
- ♦ Work with the Metropolitan Transportation Commission to pursue a regional gas tax
- ♦ Include transit in the scoring and evaluation criteria of City Capital Improvement Program (CIP) projects
- ♦ Seek ways to support light rail development in the East Bay
- ♦ Seek funding for implementing transit priority improvements along transit arterials

**Lead Agency/Divisions: CEDA, Public Works Agency**

The Transportation Plan includes projects that require further analysis prior to programming. Analysis conducted during preparation of the Element and discussed in Volume 2 indicates a further need for improvements not identified in the Transportation Plan, such as signalization, restriping and other operational improvements that may improve auto, truck, bicycle, and pedestrian movement.

**Steps**

- ♦ Establish resources to complete this action
- ♦ Analyze Transportation Plan projects in order to better define improvements to be made
- ♦ Compile additional information on projects and funding availability at the regional level.
- ♦ Develop a system for prioritizing projects, including public input and input from Caltrans, AC Transit, MTC and other affected agencies
- ♦ Establish a priority listing to be used in compiling the City's Capital Improvement Program and in preparing the City budget

**Lead Agency/Divisions: CEDA, Department of Public Works**

*“Money should go toward renewing the city's failing infrastructure.”*

*- Community Workshop Participant*

## AREA VIEWS

### About the Area Views

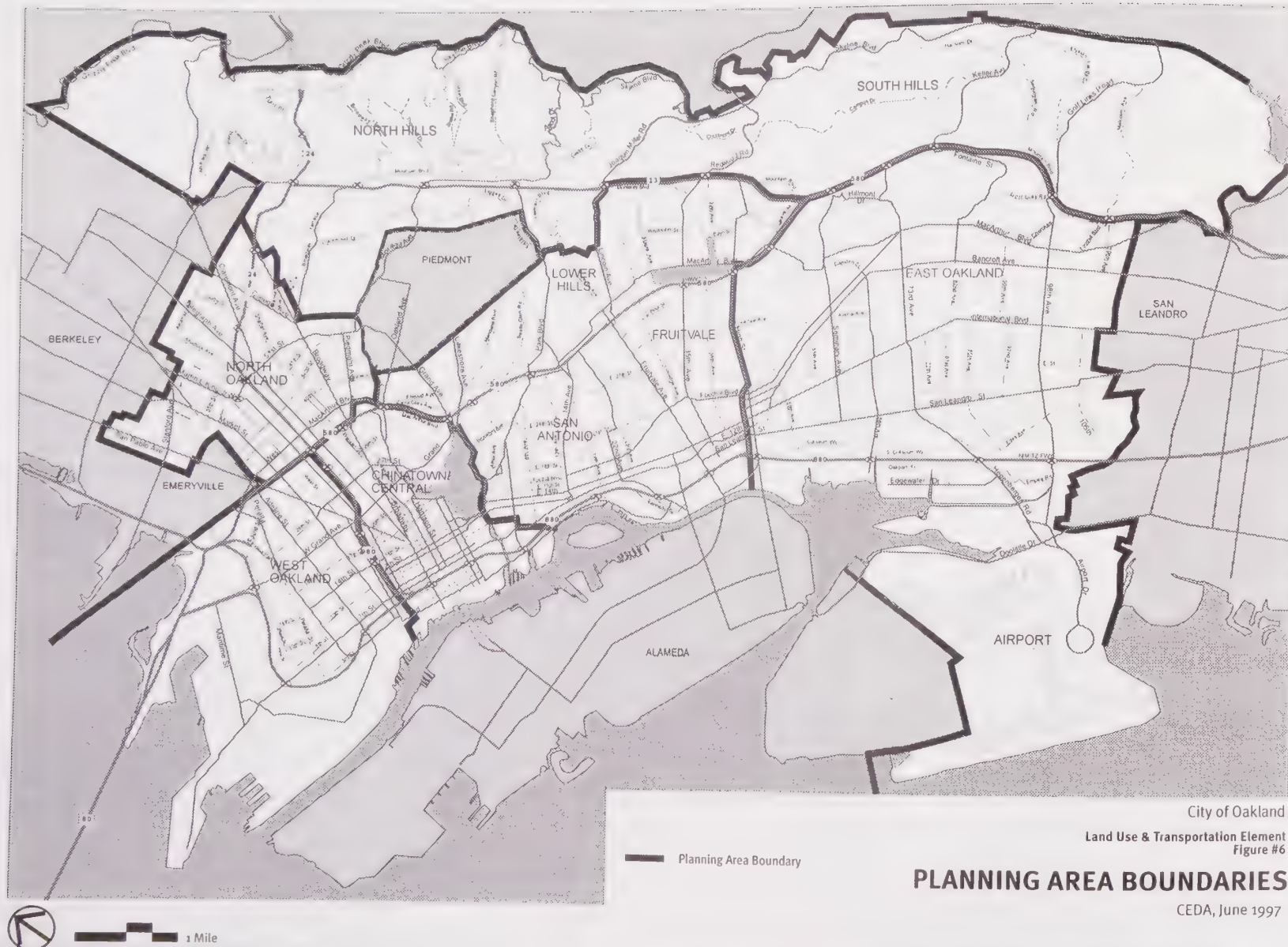
This part of the Implementation Program sets forth the implementation strategy for six areas of the city, as shown on Figure 6:

- ◆ West Oakland, including the Harbor Area
- ◆ Central / Chinatown
- ◆ San Antonio / Fruitvale / Lower Hills
- ◆ East Oakland, including Central East Oakland, Elmhurst, and the Airport
- ◆ North and South Hills
- ◆ North Oakland

The purpose of the Area Views is to provide a richer description of different parts of the City, to indicate how the Element is applicable to local issues, and to provide direction for the Priority Implementation Agenda specific to each area. Each of the Area Views is formatted similarly and includes:

- ◆ Introductory text characterizing the area
- ◆ Data tables and accompanying commentary estimating area population and employment in 1995 and projecting it for the year 2015. Data is based on work by the Association of Bay Area Governments adjusted to reflect Land Use and Transportation Element policy
- ◆ Key ideas and recommendations summarizing a range of suggestions brought to several community meetings held on the General Plan in 1995 and 1996. Each key concept is followed by an explanation of how the particular concern is addressed by the Priority Implementation Agenda, then cross-referenced to other applicable portions of the Element
- ◆ Descriptions of target areas for focusing investment
- ◆ An Improvement Strategy diagram showing the detail of the City View Strategy Diagram, locations of Area Team target areas, and specific implementation actions





## West Oakland

West Oakland boasts a rich and powerful history, beginning with its selection as the terminus of the transcontinental railroad more than a century ago, to serving as a ship-building center for the nation's defenses in World War II, to functioning today as the fourth largest seaport in the United States -- a seaport that includes 30 deep-water berths and 30 container cranes supported by a network of interstate freeways, warehouses and intermodal rail yards. West Oakland serves as the gateway for travelers to and from San Francisco, whether traveling by BART, bus, car, or ferry. Throughout the development of West Oakland, transportation in all its forms has been the dominant shaper of the landscape and the primary source of jobs and income for West Oakland residents and related businesses.

The areas adjacent to this lively seaport host a diverse mix of people who are actively engaged in improving their historic neighborhoods and business communities through ongoing dialogue and discussion. Through many cooperative and concerted long-term efforts, the Cypress Freeway (destroyed in the 1989 Loma Prieta earthquake) has been re-routed around the West Oakland neighborhoods to allow central neighborhood areas the opportunity to knit back together. As part of this healing process, the former Cypress Freeway route was renamed the Mandela Parkway, and is in the community planning stages of an extensive beautification effort.

**Table 5**  
**West Oakland Jobs and Housing Summary**

<b>Population &amp; Households</b>	<b>1995</b>	<b>2015</b>	<b>% Change</b>
Population	24,830	25,830	4.03%
Households	8,560	9,260	8.20%
Average Household Size	2.78	2.73	-1.73%
<b>Employment by sector</b>			
Manufacturing	1,900	3,300	73.70%
Wholesale	2,500	3,800	52.00%
Retail	1,000	1,300	30.00%
Services	4,900	5,400	10.20%
Other	6,100	8,800	44.20%
<b>Total</b>	<b>16,400</b>	<b>22,600</b>	<b>37.80%</b>

**Note:**

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

**Source:**

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

### About the Area View Data

Data tables in each of the Area Views is based on 1990 US Census and the Association of Bay Area Government's (ABAG) Projections 1996. ABAG's projections are prepared for the Bay region, and anticipated growth is then distributed to cities and areas within each city. Where the data presented is modified from ABAG projections, changes were made for one of two reasons:

- ◆ Information available at this time was not available at the time of the ABAG work, or
- ◆ Element policies call for a higher level of growth than projected by ABAG

Growth higher than that projected by ABAG, such as is projected by the Element for Downtown, can occur under one of three scenarios, as follows:

- ◆ Regional growth through 2015 is higher than projected by ABAG, and Oakland captures the share of growth that ABAG forecasts
- ◆ Regional growth through 2015 is at the level projected by ABAG, and Oakland captures a greater share of growth than ABAG forecasts (i.e., other cities would capture less growth)
- ◆ Both factors favor Oakland's growth, i.e. regional growth and the City's share of that growth are both greater than projected by ABAG

## Key West Oakland Implementation Strategies

During 1995, 1996, and early 1997, important ideas and recommendations were expressed by the residents and business persons who attended community meetings in West Oakland. The following discussion describes these local issues and demonstrates how they are being addressed by the Priority Implementation Agenda. Figure 7 illustrates improvement strategies recommended for West Oakland.

### Community Character and Identity

Maintaining and enhancing established neighborhood areas, encouraging business expansion to take advantage of the new Cypress Freeway alignment, and resolving land use conflicts between business and residents are key land use objectives for West Oakland. In community meetings, which were very active and well-attended, participants also expressed the need for economic development assistance, access to the waterfront, better transportation linkages, and overall improvements to the appearance of the community.

West Oakland is a community with a number of persistent land use conflicts between residential and business uses. The area of the community most affected by these issues has historically been the West Clawson neighborhood. In this area, land uses are thoroughly mixed with no clear dominance of one use over another. This Element seeks to address these long standing conflicts through collaborative efforts between business, community, and city representatives.

These efforts have resulted in a recommendation to create a land use framework supported by a series of mechanisms and policy actions that address the complex issues in these areas of the community. The Housing and Business Mix classification becomes the first initiative or building block that can be used in places such as West Clawson. In addition, a number of additional mechanisms are to be provided in these areas which can become “good neighbor” criteria. These include:

- ♦ programs to address disinvestment
- ♦ mediation of disputes between neighbors
- ♦ organization of neighborhood clean-up
- ♦ investment and maintenance of infrastructure



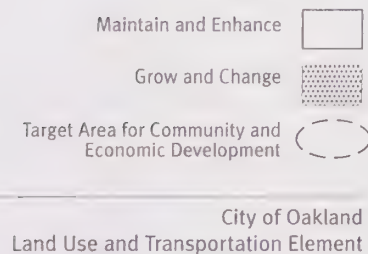
### Outlook for Population and Employment:

Population in West Oakland is expected to remain steady with little change in the number of households or average household size.

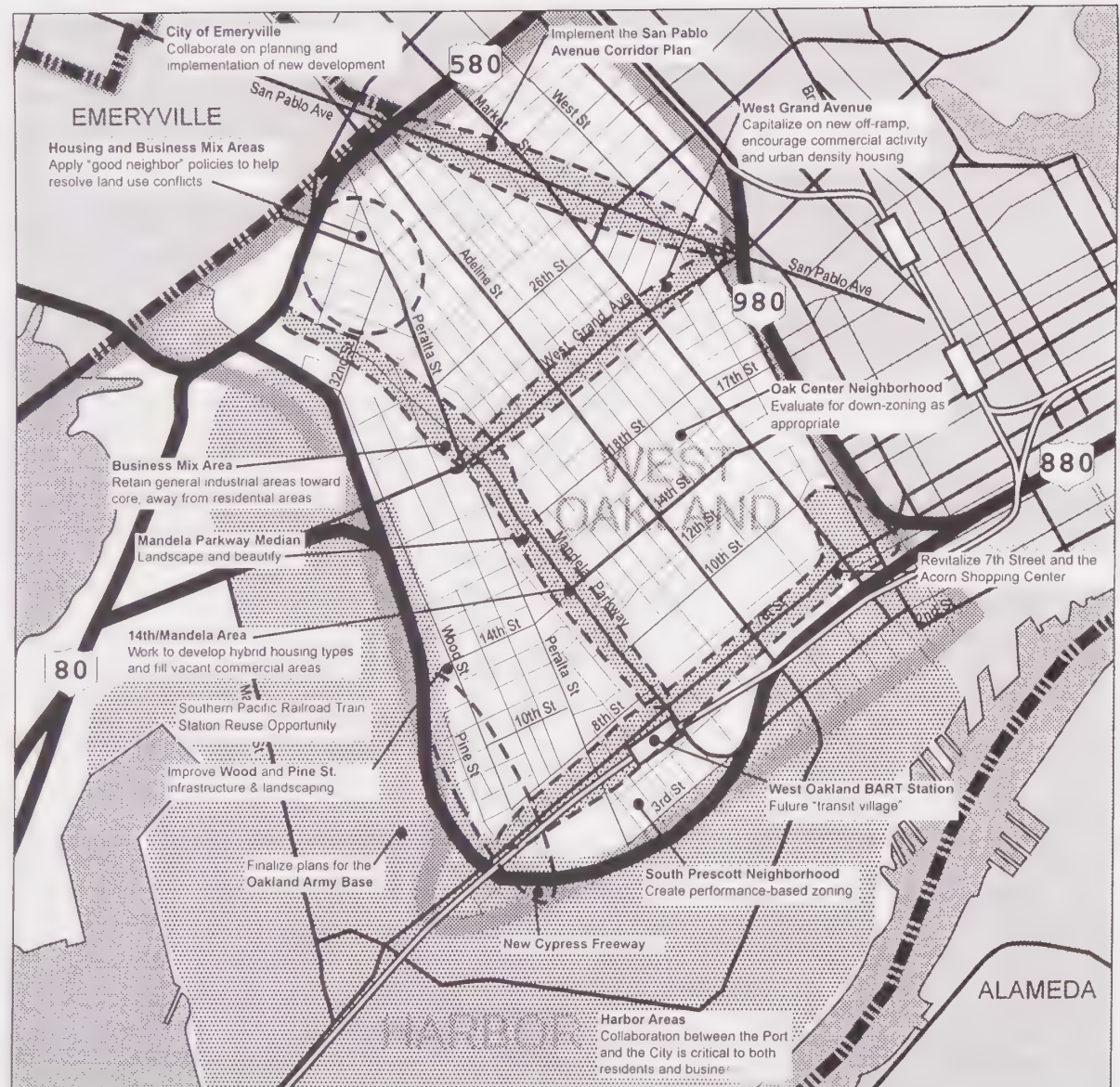
Household growth of less than 10% is expected over the 20-year period, reflecting the Element's emphasis on maintaining and enhancing existing West Oakland neighborhoods.

Very strong job growth in the "other" category which includes potential jobs at the Port of Oakland, as well as healthy growth in the manufacturing and wholesale sectors is expected.

Increases in the retail and service sectors should result in greater choice and convenience for area residents.



**Figure 5**  
**IMPROVEMENT STRATEGIES**  
**WEST OAKLAND**



The area around Peralta and 14th Street has been classified “Neighborhood Center Mixed Use”, to build upon this existing activity center of the community. This designation extends to the Mandela Parkway and will be enhanced by implementation of the Mandela Parkway Corridor Improvement Plan. The residential area of the Oak Center neighborhood, across the Parkway, will be evaluated for a down zoning, as appropriate, while zoning that reflects the opportunity for development of hybrid housing types and low impact work uses will be developed for the May Way area. There is great opportunity for adaptive reuse of older, underutilized industrial buildings located within core neighborhoods of West Oakland.

*See also Objectives N3, N4, N6, N7, N8.*

### **Commercial and Industrial Revitalization**

West Oakland offers many opportunities for new and expanded commercial and industrial businesses. To avoid the creation of major land use conflicts in the future, the business community and residents agree that “a line must be drawn” where appropriate, to separate heavier industry from residential areas. One principle for “drawing the line” was to use the new Cypress Freeway as a border to protect the community from the impacts of heavy industry trucking and container storage related to maritime uses. Further, the new Cypress Freeway design would include on- and off-ramps that would allow other business concerns that use trucks to have immediate access to the freeway to move goods, thereby avoiding travel on local residential streets.

A second principle for determining the extent of the “Business Mix” designation in West Oakland was consideration of existing, contiguous, business or residential areas. This resulted in application of the “Business Mix” classification in large areas surrounding West Grand and Mandela, and along the east side of the new Cypress Freeway. In these areas, retention of general industrial uses toward the “core” of this area (away from residential neighborhoods) will be allowed, although the predominant uses are expected to be a mix of commercial business and office. Live-work space should be encouraged to locate at the edges of the Business Mix area. In areas where no clear land use predominates, the “Housing Business Mix” classification allows a low-impact mix of living and working to co-exist with provision of appropriate “good neighbor” policy criteria.

West Grand Avenue is anticipated to become a well traveled cross-town route as a result of the new Cypress Freeway alignment, and has been designated as “Community Commercial” to provide opportunity and encouragement to commercial or urban density housing development that may



- ♦ establishment and enforcement of development guidelines and City codes
- ♦ development of new codes specific to the various types of conditions found on each block
- ♦ targeted relocation of specific high impact or heavy industry away from residences
- ♦ shift to businesses with low impacts on surrounding community
- ♦ encouragement for adaptive reuse of vacant buildings and development of compatible infill projects

Residences that abut remaining industry can be better protected against impacts by a range of treatments that include landscaping, lighting, and fencing. Further development of this holistic approach to resolving land use incompatibilities will be explored and implemented as part of the work of the Community and Economic Development Agency's West Oakland Area Team.

The Priority Implementation Agenda calls for a comprehensive overhaul of the City's Zoning Ordinance, including development of new zoning districts, criteria and standards for development, and a set of clear and concise design guidelines. Specific direction regarding the zoning revisions in West Oakland is recommended below.

*See also Objectives W2, N9, N10, N11, N12.*

### **Residential Densities**

The majority of housing areas in West Oakland are shown on the Land Use Diagram in the "Mixed Housing Type" land use classification. The Priority Implementation Agenda includes direction for tailoring zoning to support both the character of established neighborhoods and provide guidance for development of the range of housing densities anticipated along the major corridors. West Oakland residents support maintenance of established residential densities in most neighborhoods, while realizing the extent of existing and potential "Urban" residential housing with ground floor commercial, along travel corridors such as San Pablo Avenue, 7th Street, and West Grand Avenue.

Creation of performance-based zoning for the South Prescott neighborhood is included in the Priority Implementation Agenda. This zoning will permit a wide variety of "live-work" and other home based businesses that meet the "good neighbor" criteria described above. As a part of this effort, clearer definitions and standards for live-work type of developments will be established, and non-conforming uses will also be addressed.

## Target Areas

A very important part of the Implementation Agenda is the identification of target areas for focusing public investment, and encouraging private investment to follow. In West Oakland, both residential and commercial areas are in need of targeted improvement. Target areas provide the focus for city improvement strategies, particularly through the West Oakland Area Team. In West Oakland these target areas include:

### West Oakland BART Station/Mandela Parkway area

Encourage and support beautification of the Mandela Parkway corridor, and offer business support and public improvements toward establishment of a “Transit Village” near the BART Station. Preliminary ideas for this “Transit Village” include the creation of an afrocentric marketplace and community center that takes advantage of both BART and the new Mandela Parkway.

### San Pablo Avenue corridor

Complete the San Pablo Avenue Corridor Study sponsored by the Alameda County Congestion Management Agency, and implement its recommendations where possible. Improve the appearance of San Pablo Avenue itself, especially as it travels through Emeryville to Oakland. Improve the connection of West MacArthur Boulevard to San Pablo Avenue.

### Wood Street, Pine Street , and Frontage Road

Create a Frontage Road to take heavy haul truck and auto traffic to the new Cypress Freeway, thereby avoiding truck impacts to local streets. Improve Wood and Pine Streets, including installation of curbs, gutters, sidewalks, lighting, and landscaping to buffer the New West neighborhood from truck traffic and freeway noise.

### West Grand Avenue from the new freeway

Position West Grand Avenue as the new “direct” route into West Oakland and to and from San Francisco. Take steps to market and promote the Avenue’s commercial and urban housing potential.

### Raimondi Park

Make capital improvements to Raimondi park. Improve security.

### 7th Street and Acorn Shopping Center

Revitalize 7th Street and Acorn shopping center. Take advantage of the new Cypress Freeway exit at Adeline to attract business into West Oakland. Consider a mix of urban housing and



wish to take advantage of the new off-ramp. The 7th Street area continues to be classified as a commercial corridor, and a target area for improvement along with the Acorn Shopping Center. The 7th Street BART Station has been designated as a Transit-Oriented District. Efforts to improve the Mandela Parkway corridor, to develop an afrocentric commercial area, and retain the nearby South Prescott residential neighborhood are supported and encouraged through application of this designation.

*See also Objectives I/C2, N1 - N5, N9 - N11.*

### **Inter-jurisdictional Cooperation and Coordination**

The Outer and Middle Harbor areas which adjoin West Oakland's neighborhoods are largely under the purview of the Port of Oakland. As such, it is extremely important to make joint commitments toward ongoing, cooperative, and coordinated planning and implementation of projects or programs in the West Oakland area and with the OBRA process. Additionally, West Oakland is greatly affected by the growth and development of Emeryville, particularly along the San Pablo corridor and the new Mandela Parkway extension. Continued efforts to collaborate with Emeryville on planning and implementation of new projects are very important to the health and welfare of West Oakland residents and business.

*See also objective W4.*

### **Public Safety**

Residents and business people alike are concerned that criminal activity has degraded the quality of life in West Oakland. A comprehensive economic development strategy, as described in the Implementation Agenda, recognizes safety as a key element to a healthy business climate. Furthermore, CEDA's West Oakland Area Team, an interdepartmental City staff group dedicated to service delivery through an area based approach, will focus City resources, including law enforcement, where the greatest benefit will be provided.

*See also Objective N1, Policy N1.7.*

## Central / Chinatown “Downtown”

More than any other part of the city, this vital core area is what distinguishes Oakland from other East Bay cities. Not only is this the heart of Oakland, but it also serves as the essential urban center for the region.

The Central/Chinatown planning area contains the Downtown Showcase, the Jack London Square portion of the Mixed Use Waterfront Showcase, and other distinct areas including extensions of the Telegraph and Broadway corridors and neighborhoods in and around downtown: Adams Point, Richmond Boulevard, Mosswood, and the Gold Coast. North of Downtown, just south of Highway 580, Pill Hill, located between Telegraph and Broadway, is the East Bay’s largest concentration of hospitals and medical services. Pill Hill’s influence extends onto both the Broadway and Telegraph corridors. Another regional attraction is Auto Row, the long-time home of many of the city’s auto dealers. Institutional and large-scale commercial uses co-exist in the area with neighborhood housing and activity areas.

**Table 6 Central / Chinatown Jobs and Housing Summary**

<b>Population &amp; Households</b>	<b>1995</b>	<b>2015</b>	<b>% Change</b>
Population	30,700	35,090	14.30%
Households	15,800	18,500	17.09%
Average Household Size	1.80	1.80	0.00%
<b>Employment by sector</b>			
Manufacturing	5,000	4,200	-16.00%
Wholesale	2,200	1,800	-18.18%
Retail	6,100	9,800	60.66%
Services	25,800	36,650	42.05%
Other	27,300	34,300	25.64%
<b>Total</b>	<b>66,400</b>	<b>86,750</b>	<b>30.65%</b>

**Note:**

‘Other’ category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

‘Services’ jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

**Source:**

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

commercial uses surrounding the potential “Transit Village” at the area near Mandela Parkway and 7th Street.

#### **Transportation and Planning Links**

Establish strategically located business centers, target economic development support, and create direct freeway access routes for industry and business. Completion of the West Oakland Transportation and Economic Development Study is expected to establish policies to address these issues.

#### **Oakland Army Base**

Work with the West Oakland Citizen’s Advisory Group WOCAG, the Port of Oakland, the Oakland Base Reuse Authority, and other affected agencies and individuals to establish reuse options for the base. The final reuse plan should benefit both business and community interests, and, if necessary, result in a General Plan Amendment to the diagram and policy to reflect agreements made after Element adoption.

#### **New Park at the Finger Piers**

The Outer Harbor crescent, which includes the finger piers near the Fleet Industrial Supply Center, is designated as open space. This area will require direct and understandable access for pedestrians, bicyclists, and automobiles via 7th Street and/or the realigned Middle Harbor Road. Refer to the Open Space, Recreation, and Conservation Element for more information.

#### **Trucking Impacts in Neighborhoods**

Work with the Port of Oakland to locate new businesses that require trucking services away from residential neighborhoods, in concert with the intent of the General Plan. Expand and continue education and enforcement efforts addressing illegal truck parking and operations that occur in residential areas.

## Key Central / Chinatown Implementation Strategies

Discussion of the Central / Chinatown planning area at General Plan workshops in 1995 and 1996 emphasized a number of ideas and suggestions. Many of these are discussed in the Downtown and Mixed Use Waterfront showcase sections. Others are discussed below with reference to the Priority Implementation Agenda and other pertinent sections of this Element.

Figure 8 illustrates improvement strategies for the Central/Chinatown Planning Area. See also the Downtown Showcase map.

### Corridor Revitalization

Workshop participants recognize the need to revitalize the Telegraph and Broadway corridors to accommodate both regional and local-serving uses while controlling the impacts of corridor uses on adjoining housing areas. Major sites on these corridors, including the old Sears store and the MacArthur/Broadway Center, are available for reuse or intensification. Vacant sites are also available for new development.

*See also Downtown Showcase discussion, Objectives D1, D2, D4, D6, I/C1, I/C3, I/C4, N1, N5, N8, N10, and all related policies.*

### Image, Safety, and Accessibility

Many of the suggestions heard during public meetings were geared toward making the central area more inviting for residents, visitors, and workers. Specific concerns include public safety and security risks, blight associated with vacant and earthquake damaged buildings, accessibility of public parking areas, and a general need to intensify activities. Additionally, there is great appreciation of the area's "jewels" and support for their protection, enhancement and improved accessibility. Environmental assets include Lake Merritt, Mosswood Park and the Estuary Channel. Other important assets are the area's cultural, educational and performing arts facilities.

*See also Downtown Showcase discussion, Downtown Goals, Objectives, and policies. See also OSCAR and Historic Preservation Elements.*



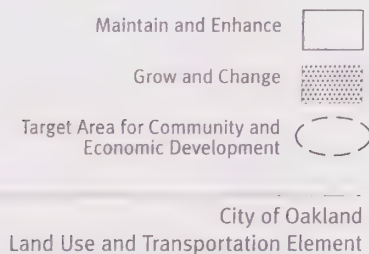
### Outlook for Population and Employment:

The Policy Framework established by the General Plan Congress provides for significant population and employment growth in the Central/Chinatown area. Given allowable densities, population is expected to increase by 14% and employment by 30%.

(The growth projections prepared by the ABAG and based on previous trends anticipate smaller increases - 9% population growth and 11% job increase.)

Almost half of year 2015 housing units and over 75% of future jobs in the Central/Chinatown area are projected to occur in the Downtown - the area south of West Grand.

Employment in the area is expected to shift from manufacturing and wholesale to the service sector, which is expected to increase by 42% over the next 20 years.



**Figure 6**  
**IMPROVEMENT STRATEGIES**  
**CENTRAL/CHINATOWN**

**Old Oakland**

The Area Team has identified a variety of significant projects in Old Oakland that are intended to increase the attraction of new residents and mixed use development, including:

- ♦ Old Town Square mixed use housing development
- ♦ Swan's Market mixed use project
- ♦ Preservation Park
- ♦ Housewives Market mixed use housing development
- ♦ Reuse/redesign of Lafayette Park
- ♦ Creation of a unique eating environment niche

**Auto Row**

Actions for this target area seek to support and enhance automobile dealership activities through physical improvements and development of complementary land uses which will help retain this important sector of Oakland's economy. Where possible, include provisions for pedestrian and bicycle facilities.

**Adams Point**

Efforts are focused on increasing pedestrian safety and improving the target area's appearance through graffiti abatement and litter removal, particularly in areas adjacent to Lake Merritt.

### **Target Areas for Community and Economic Development**

As indicated above, one component of the Implementation Agenda is the identification of target areas for focusing public and private investment. Seven targets have been identified in the Central/Chinatown planning area. Many immediate and short-term actions have been identified to benefit the appearance and vitality of each of the downtown target areas, including street cleaning, improved signage, heightened security, abatement of seismically unsafe or blighted buildings, expansion of downtown shuttle service, festivals and events, and installation of decorative elements to accentuate unique downtown sub-areas.

#### **Upper Broadway and Telegraph**

In concert with improved safety and appearance, continued efforts are being directed toward creating an Uptown Retail and Entertainment Area in and around the Fox Theater and at Broadway and 20th Street. Other properties such as Latham Square and the old Sears Building are specifically identified for reuse activities. Also, efforts to attract government offices such as BART administrative headquarters to Downtown will continue.

#### **City Center District**

In addition to visual improvements, actions proposed for the City Center area include attracting high intensity infill hotel/office development at 12th and Broadway and locating a transit center at 14th and Broadway.

#### **Chinatown**

Actions for Chinatown focus on the Broadway corridor. To better link Chinatown with Old Oakland, development proposals for Broadway between 7th and 8th are needed. A new office or mixed use project is also sought for the vacant site at 9th and Broadway.

#### **Jack London Square**

The Estuary Plan to be adopted as part of the General Plan will give direction for the future of the Jack London District. The CEDA Area Team has identified the following principal actions for the target area: 1) to initiate streetscape improvements, including increased lighting and public art elements under the I-880 overpass for an exciting, pedestrian-friendly environment, and 2) to expand the Broadway Shuttle service to support evening and weekend retail and entertainment activities within uptown and Jack London Square. Support preliminary plans to install bicycle lanes between Jack London Square and City Center, as well as freeway planning to offer an a direct off-ramp to the Jack London Square area from newly reconnected I-880.



**Table 7**  
**East Oakland Jobs and Housing Summary**

<b>Population &amp; Households</b>	<b>1995</b>	<b>2015</b>	<b>% Change</b>
Population	105,600	109,200	3.41%
Households	33,600	35,300	5.06%
Average Household Size	3.10	3.04	-1.94%
<b>Employment by sector</b>			
Manufacturing	4,200	5,900	40.48%
Wholesale	3,800	4,700	23.68%
Retail	4,100	5,900	43.90%
Services	11,300	13,230	17.08%
Other	12,700	16,100	26.77%
<b>Total</b>	<b>36,100</b>	<b>45,830</b>	<b>26.95%</b>

**Note:**

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

**Source:**

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

## Key East Oakland Implementation Strategies

Discussions with the community regarding the East Oakland area in 1995 and 1996 emphasized a number of ideas and suggestions for the Airport, Elmhurst, and Central East Oakland areas. Many of these are discussed in the Policy Framework and the Priority Implementation Agenda. Figure 9 illustrates improvement strategies for East Oakland.

At community workshops, East Oakland residents and business people emphasized the following points:

### Blighted Properties and Land Use Conflicts

The checkerboard nature of existing industrial and residential uses in parts of East Oakland tends to act as a disincentive to owners to repair or improve their properties. Decay and neglect are found along the major travel corridors and in some residential neighborhoods. Home to many older industrial operations, the area along San Leandro Street between High Street and the City of San Leandro includes many locations where there are conflicts between residential and industrial



## East Oakland

The area now known as East Oakland became part of the City's history when Henry Fitch purchased a parcel of land near what is now the Oakland Alameda County Coliseum. In 1850, he developed the hamlet of "Fitchburg", and rail service through Oakland was established in 1877. The nearby racetrack (which doubled as a baseball field) was the site of the Oakland Athletics' first baseball championship in 1878. A short distance to the north, local cattlemen founded the village of Melrose, and to the southeast, Elmhurst. These settlements grew as people came to raise cattle, fruit, and vegetables in the balmy flatlands.

Mills College accepted its first students in 1871, and soon became the premier women's liberal arts college in the United States. Elmhurst grew rapidly around its new train station; Realtors began subdividing the region and selling modest home sites to cannery and factory workers moving into the area after Elmhurst was annexed by Oakland in 1911.

In 1916, General Motors built a Chevrolet assembly plant at 73rd and Bancroft while other industrial employers (including General Electric) moved in along the Southern Pacific Railroad Tracks. The GM auto plant was later demolished to construct Eastmont Mall. Rapid home construction began in the 1920's, and between 1920 and 1924, over 13,000 housing units were built (compare to current housing production Citywide, of about 400 units per year). Larger housing projects were developed during World War II to house blue collar wartime production workers. After World War II, both industrial and housing production declined, and many long time residents were left without jobs and/or in deteriorating housing. The area has since struggled to maintain industry and commercial development along its major corridors, and to rehabilitate aging housing stock.

East Oakland also has some of the best assets Oakland and the Bay Area has to offer: professional sports and entertainment, a range of housing, open space, and recreational opportunities, temperate weather, essential-service industrial commercial areas, and easy access to the regional transportation network and the Metropolitan Oakland International Airport.

uses. Pockets of industry are interspersed with housing, particularly in the Railroad Avenue area near Pearmain Street. Both residents and industries suffer from conflicts over noise, emissions, toxins, odor, glare, and other impacts associated with older industrial operations.

These long standing blighted areas and land use conflicts are addressed in the Land Use and Transportation Element by separating heavy industry from housing where possible, and establishing the Housing and Business mix classification. The Housing and Business Mix classification is used in East Oakland areas where low impact industry and housing can peacefully coexist. Successful implementation of the Housing and Business mix classification will require focused City efforts to establish regulations as part of the Priority Implementation Agenda, and to conduct ongoing enforcement of regulations such as building and fire codes (see “good neighbor” criteria discussion in West Oakland Area View). Additional activities to address concerns about image and safety include abatement of abandoned vehicles, community policing, and community based planning. Resolving blight and land use incompatibilities is also one of the objectives of the Coliseum Area Redevelopment Plan.

*See also Objectives I/C2, I/C4, N1, N5, N12.*

### **Redevelopment and Corridor Revitalization**

East Oakland has a number of large-scale redevelopable sites. These sites provide significant redevelopment potential for newer industrial operations that have few negative off-site impacts. Major reuse sites that are available include Eastmont Town Center (designated as a Transit-oriented district), Durant Square, Imo Delaval, and Foothill Square.

East Oakland needs commercial revitalization and basic services; residents generally go outside East Oakland for their banking and shopping. Existing neighborhood centers need urban design and economic development assistance. The Priority Implementation Strategy directs the preparation and application of new zoning to support creation of commercial nodes along the major corridors, such as International Boulevard, Foothill Boulevard, and Bancroft Avenue. In areas where this zoning pattern is already in place, such as MacArthur Boulevard, economic development efforts are important to support transformation of the corridor into thriving commercial areas that have safe and healthy housing segments in between.

*See also Objectives I/C1 - I/C4, N1, N8*

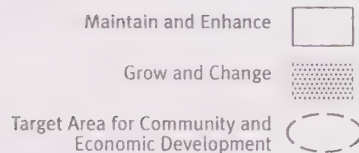
### Outlook for Population and Employment:

Employment growth is expected to be very strong, with about a 27% overall increase, and growth in all sectors.

The largest number of jobs expected to be created in the area are projected airport and related jobs, which are included in the 'other' category in the table.

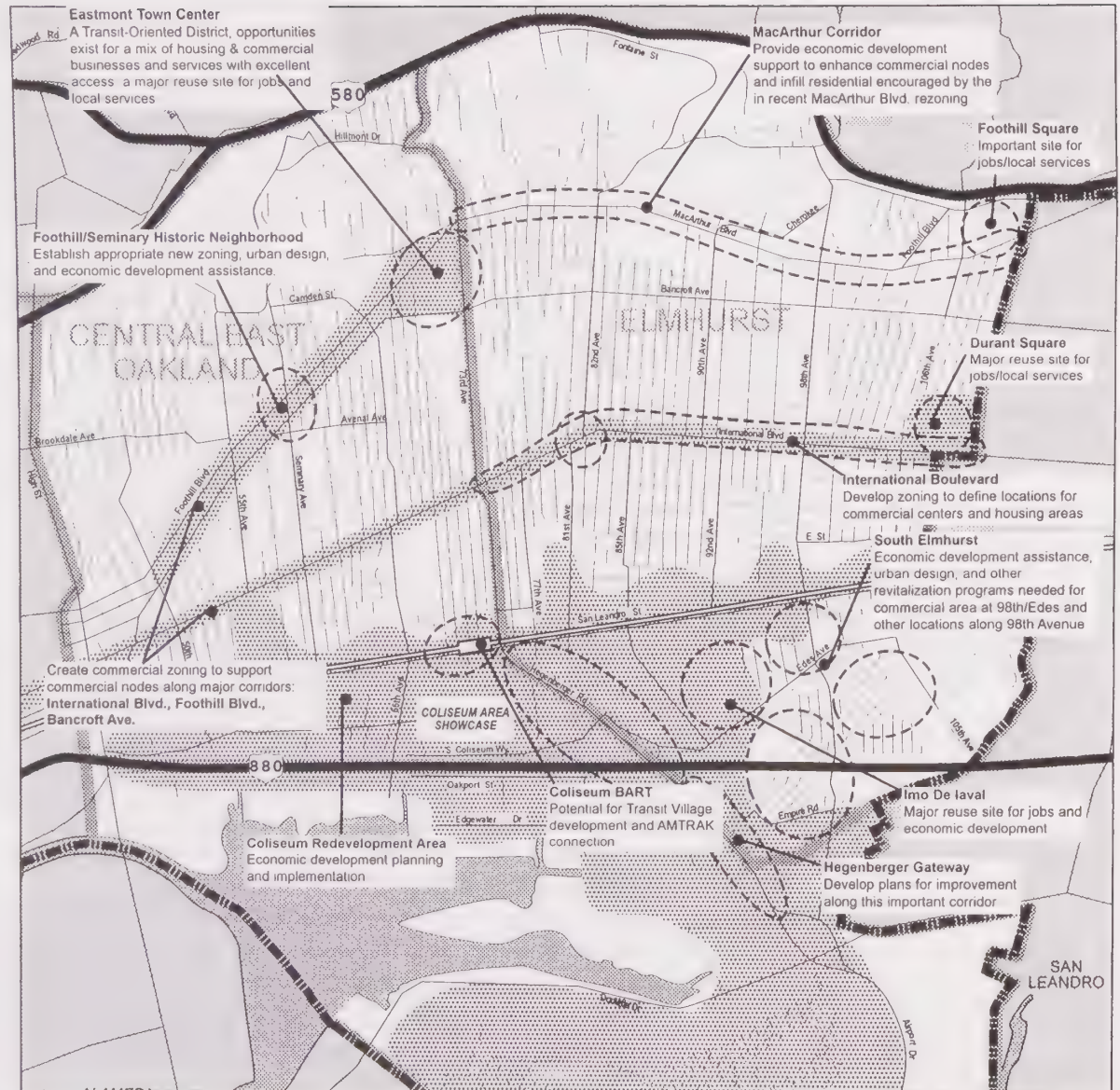
The largest percentage increase in jobs is in the manufacturing sector, emphasizing the importance of providing sufficient land in the industrial and business mix land use classifications.

Population and household growth in East Oakland is expected to be modest, with average household sizes decreasing over the 20-year period.



City of Oakland  
Land Use and Transportation Element

Figure 7  
**IMPROVEMENT STRATEGIES  
EAST OAKLAND**





include and encourage use of a wide range of types of access to the area. The 73rd Avenue arterial offers a direct route to the Coliseum area, I-880, and the Airport, while cross-town routes such as MacArthur Boulevard, Foothill Boulevard, and Bancroft Avenue also serve the site. The addition of well-designed, compatible, housing and neighborhood services to the mall area would strengthen this neighborhood area and provide a revitalized focus area for the district.

#### **Foothill/Seminary Commercial Area**

Revitalization of this historic neighborhood commercial center, which is located on a Regional Transit Street, will be supported through establishment of appropriate new zoning, urban design, and economic development assistance.

#### **Hegenberger Road Gateway: Planning and Improvements**

The City and the Port of Oakland are collaborating on an effort to prepare a development improvement plan for the Hegenberger Road Gateway area. The Gateway Plan will describe how public and private investment, City and Port initiatives, local procedures, and land use controls might be used to enhance economic development opportunities and create a positive image for the City of Oakland. The Gateway Plan will be used by the City of Oakland, Port of Oakland, and the development community as a guide for development of the area, a road map for public investment, and a marketing tool to attract new development to Oakland.

#### **98th Avenue Improvements**

98th Avenue, from Highway 580 to I-880 has undergone widening and then reconstruction of the bridge over I-880, linking the Elmhurst community with the airport area. Also, a pedestrian and bicycle bridge that is separate from the auto and truck traffic lanes is being constructed. These improvements will enable direct access to the Airport for East Oakland employees, travelers from Highway 580, and those arriving via I-880 from the south Bay.

#### **73rd Avenue Improvement**

Public Improvements to widen and/or straighten 73rd Avenue east of MacArthur to Highway 580 have been discussed and contemplated for some time among community members, City Council, and staff. The Transportation Plan includes improvements to the 73rd Avenue Corridor, and further study is necessary to identify the preferred option for improving traffic operations. Projection of future traffic conditions indicates a need for improvements to the corridor to avoid over-capacity conditions.



### **Institutional Uses and Open Space**

Community treasures should be used, preserved, and enhanced as the anchors of East Oakland. These include Arroyo Viejo Park, Rainbow Recreation center, Courtland Creek Park, Martin Luther King, Jr. Shoreline, Arrowhead Marsh, the Bay Trail, East Oakland Youth Development Center, and Melrose Library. Mills College, established in 1871, continues to be a strong and well-respected regional educational center which needs better interfaces with the surrounding community. The Land Use and Transportation Plan diagram and the Policy Framework support the maintenance and enhancement and of these uses and activities in East Oakland.

*See also Objectives I/C5, N2, N9, N14, and the OSCAR Element.*

### **Residential Density and Character**

Outside of the airport environs, East Oakland contains a mix of detached housing units and mixed housing types. Rehabilitation programs that offer assistance to renters as well as owners are needed in some neighborhood areas. As a part of the Priority Implementation Agenda, zoning will be created to reflect East Oakland's densities and housing types, with the objective of maintaining and enhancing the character of established neighborhoods.

*See also Objectives N3, N4, N6 - N11.*

### **The Airport**

The future of the airport area is discussed in detail in the Airport/Gateway Showcase in the Waterfront section in Chapter 2. Please refer to that section for more information.

### **Target Areas for Community and Economic Development**

#### **Eastmont Town Center**

The Eastmont Town Center area offers an exciting opportunity for the creation of a new mixed-use living and working environment that is well located to become a transit-oriented district. The former mall, located on the MacArthur Boulevard Highway (now a Regional Transit Street) lost its advantage as a regional destination when Highway 580 was built to the east, thereby diverting traffic from its location. Several major transit lines and corridors of the transportation network meet at Eastmont Town Center, and revitalization plans are assessing how best to

## North and South Hills

Rising eastward from the bay plain are the Oakland Hills. These hills provide a spectacular backdrop and natural divide between Oakland's urban areas and the greenbelt formed by the East Bay Regional Parks system and rural Contra Costa County further east. The North and South Hills are comprised mostly of wooded, hillside housing areas with easy access to renowned open space and recreation lands. Together they form a defining feature of Oakland's geography.

The North Hills, perhaps more than any other part of Oakland, have a development pattern influenced by topography and natural features. The area originated as a lumbering center and vacation retreat for San Franciscans and evolved during the early and mid-1900s into a residential area best known for its spectacular views, forested character, winding streets, and hillside architecture. The 1991 Firestorm affected the North Hills almost exclusively. One result has been a significant change in architectural styles in some North Hills neighborhoods.

Commercial activities in the North Hills are centered around Montclair Village, a well-established and successful community shopping district with distinctive charm. Smaller commercial centers are along Thornhill Avenue, Lower Broadway Terrace, Leimert Avenue, and Joaquin Miller Road.

The South Hills does not have a strong activity center comparable to Montclair Village. For the most part, the South Hills were subdivided and developed later than the North Hills. The South Hills area is the most suburban section of Oakland, with large-scale post 1960 developments of wide, engineered streets and ranch-style homes. Neighborhoods in the South Hills are separated from each other by large open spaces and institutional uses such as Holy Names College, Merritt College, and Knowland Park. While these conditions hinder the perception of the South Hills as a single community, they evoke a strong sense of identity within each neighborhood. Unlike most of the city's planning areas, the South Hills include some still undeveloped areas that may accommodate some future growth.

**Coliseum BART**

The Coliseum BART Station is designated as a Transit Oriented District, and is discussed more fully in the Transportation and Transit-Oriented Development section of Chapter 2. The station is also designated as an intermodal transfer point, with connections between BART, Amtrak and the Airport. The Transportation Plan calls for a direct, fixed-route link from BART to the airport, with a potential mid-route stop near the Edgewater business park area. Location of an additional stop for the Amtrak Capital Express (intercity rail line) is also anticipated at this station.

**Coliseum Redevelopment Area**

Economic development planning and implementation are key objectives for the Coliseum Redevelopment Area, which encompasses 6,500 acres (the largest in California). The Redevelopment Plan identifies specific locations and degrees of physical and economic blight, a preliminary assessment of the proposed method of financing the redevelopment of the project area, and a description of how the proposed projects will improve or alleviate economic and physical problems. See also discussion of the Coliseum Area Showcase.

**South Elmhurst**

The commercial area at the intersection of 98th and Edes Avenues needs economic development assistance. Completion of the new 98th Avenue freeway exit and on-ramps will provide easier access to the entire Elmhurst area, and the neighborhood activity center at 98th and Edes in particular. Urban design assistance and revitalization programs are expected to be used in this effort.

**MacArthur Corridor**

Economic development support is needed for this Regional Transit Street to enhance commercial nodes and support new residential development recommended by the recent MacArthur Boulevard rezoning. The MacArthur Boulevard rezoning, which was created through community consensus, is intended to stimulate both commercial and residential development.

**International Boulevard (formerly East 14th Street) Corridor**

A major recommendation of this Element is the redesignation of long commercial strips into nodes of commercial activity supported by segments of housing. This principle will be applied as shown on the Land Use and Transportation Plan Diagram to International Boulevard, and zoning will indicate the precise locations of commercial and housing areas. One focus will be

**Table 8**  
**North/South Hills Jobs and Housing Summary**

<b>Population &amp; Households</b>	<b>1995</b>	<b>2015</b>	<b>% Change</b>
Population	42,400	48,700	14.86%
Households	16,500	19,400	17.58%
Average Household Size	2.50	3.00	20.00%
<b>Employment by sector</b>			
Manufacturing	80	120	50.00%
Wholesale	380	450	18.40%
Retail	1,500	1,940	29.30%
Services	4,070	5,410	32.90%
Other	2,470	2,300	-6.80%
<b>Total</b>	<b>8,500</b>	<b>10,220</b>	<b>20.20%</b>

**Note:**

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

**Source:**

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

## Key North and South Hills Implementation Strategies

Given the unique nature of hillside development issues, it is not surprising that concerns and ideas discussed at North/South Hills community workshops for this Element were very different from those discussed in other areas of the city. Planning issues relating to hill area topography and community character led to preparation of two area plans for portions of the hills in the 1970s. These documents – the North Oakland Hills Area Specific Plan and the Shepherd Canyon Plan, provided the foundation for zoning amendments and open space designations which remain in force consistent with the General Plan.

Suggestions from hill area community members are described below, each followed by a discussion of how the Priority Implementation Agenda responds to the issue.

Cross-referencing to related objectives and policies, as well as other related parts of this Element, are in *italics*.

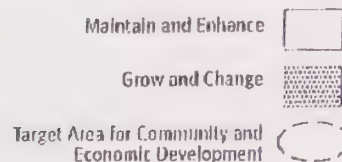
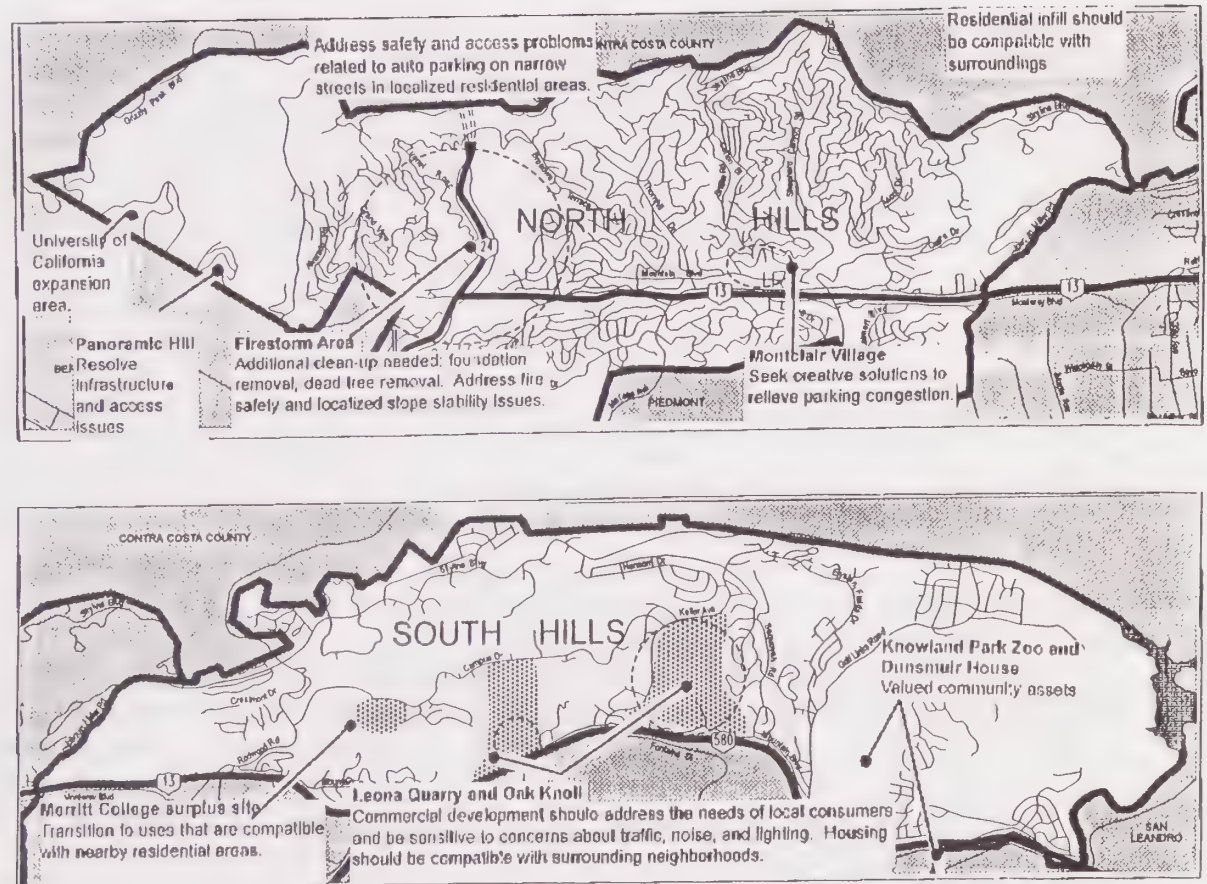
Figure 10 illustrates improvement strategies recommended for North/South Hills.



### Outlook for Population and Employment:

Population and household growth of approximately 15% is expected in the North and South Hills. The higher population growth estimate made by ABAG for the South Hills has been adjusted downward to reflect Element policies as well as City acquisition and preservation of open space lands which would otherwise have been available for development

Job growth of about 20% is anticipated, almost all in the retail and services sectors



City of Oakland  
Land Use and Transportation Element

Figure 8  
**IMPROVEMENT STRATEGIES  
NORTH/SOUTH HILLS**

### **Target Areas for Community and Economic Development**

Identification of specific target areas for focusing public and private resources is an important piece of the Implementation Agenda. (See Priority Implementation Agenda, part d.) Many of the city's target areas are identified along the commercial corridors, with multiple actions to address a variety of problems and opportunities per location. Targeted locations in the hill areas generally exhibit less severe problems, and require fewer actions than the more intensely developed parts of the city.

#### **Firestorm Area**

In 1991, fire destroyed nearly 2,800 single-family homes and apartments in the North Hills. By 1997, over half have been rebuilt and much work has been accomplished toward restoring the area. However, north hills residents identified additional clean up needed such as removal of remaining foundations and dead trees, and addressing abandoned and problematic construction sites. Fire safety is a primary concern of residents throughout the hill areas. Residents have also expressed a desire for a small shopping center in the Tunnel Road area, if economically feasible.

#### **Montclair**

Residents and merchants believe that further success of the Montclair Village business district is hampered by a parking shortage. They are interested in investigating convenient location for additional customer parking. Residents have also asked that parking needs in residential areas be evaluated.

#### **Oak Knoll**

This is a key opportunity site for sizable new development in the South Hills area. Future uses of these sites will emphasize compatibility with surrounding development.

The former Oak Knoll Naval Hospital site has received federal approval of a reuse plan which identifies a mixture of uses including housing, recreation, small scale commercial, and public services. The City is currently seeking proposals for a master developer to implement the final community reuse plan for the site. (See also Strategy Diagram.)

#### **Leona Quarry**

Leona Quarry will be closed within the life of this Element. Subsequent reclamation of this site will provide opportunities for open space, housing and commercial uses. The reclamation of the Leona Quarry mine is a priority for the improvement of the South Hills area. The Oakland

## Residential Density and Character

Lot size, site and building design, and view and slope protection are key considerations in planning for new development and improvements in hill areas. Several policies addressing these issues in the Neighborhood section were developed through conversations with hill area residents and others interested in the areas future. In addition to the impact of zoning and other regulations on area development, existing neighborhood covenants provide guidance relating to density and character.

There has been heightened awareness of public safety in the hill areas since the 1991 firestorm. Emergency vehicle access and evacuation on narrow hillside streets are of particular concern. In certain localized areas there is a perception that added cars from secondary housing units further reduce mobility and safety.

*See also Objectives N3, N6, N7, N10, N11, and N12 and related policies, and North Hill Area Specific Plan.*

## South Hills Commercial Needs

Most South Hills residents must travel outside their neighborhoods for shopping and services. While there is community support for additional commercial development, focused on the Leona Quarry and Oak Knoll sites, residents ask that there be sensitivity to local neighborhood needs and concerns about traffic, noise and lighting. This Element provides for commercial development on both the quarry and Oak Knoll sites. It also includes policies regarding compatibility issues.

*See also Objectives N1, N10, and N11 and related policies.*

## Institutional Uses and Open Space

Hill areas are rich in protected open space and hold large expanses of land dedicated to public institutions, including Merritt College, Knowland Park/Zoo, and Dunsmuir House. Maintenance and enhancement of these assets are important to the surrounding neighborhoods and the wider community.

*See also Objectives N2, N10, N13 and OSCAR Element.*



## San Antonio, Fruitvale, and Lower Hills

Three distinctive communities make up this central area of the City which stretches from Lake Merritt to High Street and Highway 13 to the Bay. Each community has its own mosaic of residential neighborhoods and business areas.

The San Antonio district (named for the Spanish land grant that covered much of Berkeley, Oakland, and San Leandro) extends from the east side of Lake Merritt to Sausal Creek. This area became home to three pioneer towns, San Antonio, Clinton and Lynn, which were later consolidated into the town of Brooklyn. Much of the existing street pattern was established prior to being annexed to Oakland in 1872. Buildings from the original towns, scattered among early 20th century and post WWII development, result in a diverse assemblage of land uses and building types.

Fruitvale was the location chosen for the homestead of the Peralta family, grantees of the Rancho San Antonio. Preceding annexation to Oakland in 1909, the district had become a major fruit-growing and canning center. Most housing development took place after 1920. As was true in San Antonio, industrial development occurred early on, benefiting from waterfront transportation opportunities. In lower Fruitvale, intermixing of residential areas with industry stems from the 19th century; incompatibilities have become more pronounced with growth and change.

Both San Antonio and Fruitvale are characterized by diversity of population which contributes to their strong ethnic character. Census data for 1990 reveals this diversity: in all but three of the area's 18 census tracts no single ethnic group comprised more than 50% of the population.

As is indicated on the Land Use and Transportation Plan Diagram, San Antonio and Fruitvale neighborhoods are largely comprised of mixed housing types, with mingling of single family attached and detached units and apartment buildings. Commercial activity is concentrated along the corridors of MacArthur, Foothill, International Boulevard, East 12th Street and San Leandro Street, and in transition areas in and south of the I-880 corridor. South of East 12th Street some older industrial properties, such as the Del Monte cannery, are being redeveloped to community commercial uses.

The Lower Hills planning area is separated from San Antonio and Fruitvale by MacArthur Boulevard and I-580. The Lower Hills are known for architectural diversity, strong neighborhood identity, and successful pedestrian-oriented shopping districts: Grand Avenue, Lakeshore,



General Plan envisions reclamation and reuse of the Leona Quarry site with residential and commercial development that is sensitive to the low density, residential character of the area and serves the commercial and housing needs of the Central East Oakland communities. The zoning regulations and subsequent site development standards for the site should include the following provisions:

- ◆ Site development plans should minimize environmental impacts, including traffic, on adjacent properties and neighborhoods and ensure the highest quality architectural and landscape standards.
- ◆ Site reclamation and reuse plans should comply with the State Mining and Reclamation Act and include appropriate, drought tolerant, fire resistant plantings on the steeply sloped areas of the mine.
- ◆ Pedestrian access across or through the reclaimed mine slopes is encouraged, if feasible.
- ◆ Residential development should be allowed below the planted terraces that is compatible in density and character to the existing residential development on Campus Drive and in the vicinity.
- ◆ Commercial development should be allowed below the planted terraces that may include a mix of regional and community serving commercial uses.
- ◆ The commercial development standards should ensure that the commercial center is attractively designed and landscaped to reflect the low density, well-landscaped character of the surrounding areas and respect the Scenic Highway designation of State Highway 580. The standards should encourage development of a commercial center with both large and small stores, eating establishments, and convenience services that are conveniently accessed by multiple modes of transportation.
- ◆ The commercial development standards may allow development of a residential component of town homes or other multi-family type development adjacent to or behind the commercial center.

Glenview, Dimond, and Laurel. The housing stock is predominantly single family, with some notable exceptions that appear on the Land Use and Transportation Diagram. Most of the issues of concern to Lower Hills residents relate to neighborhood preservation and the future of the area's shopping districts.

**Table 9**  
**San Antonio, Fruitvale, Lower Hills Jobs and Housing Summary**

<b>Population &amp; Households</b>	<b>1995</b>	<b>2015</b>	<b>% Change</b>
Population	136,200	144,300	5.95%
Households	47,800	50,800	6.28%
Average Household Size	2.80	2.90	3.57%
<b>Employment by sector</b>			
Manufacturing	3,470	3,200	-7.78%
Wholesale	1,130	1,400	23.89%
Retail	4,200	5,100	21.43%
Services	11,300	13,200	16.81%
Other	4,600	4,900	6.52%
<b>Total</b>	<b>24,630</b>	<b>25,370</b>	<b>3.00%</b>

**Note:**

'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

**Source:**

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements

## Key San Antonio, Fruitvale, and Lower Hills Implementation Strategies

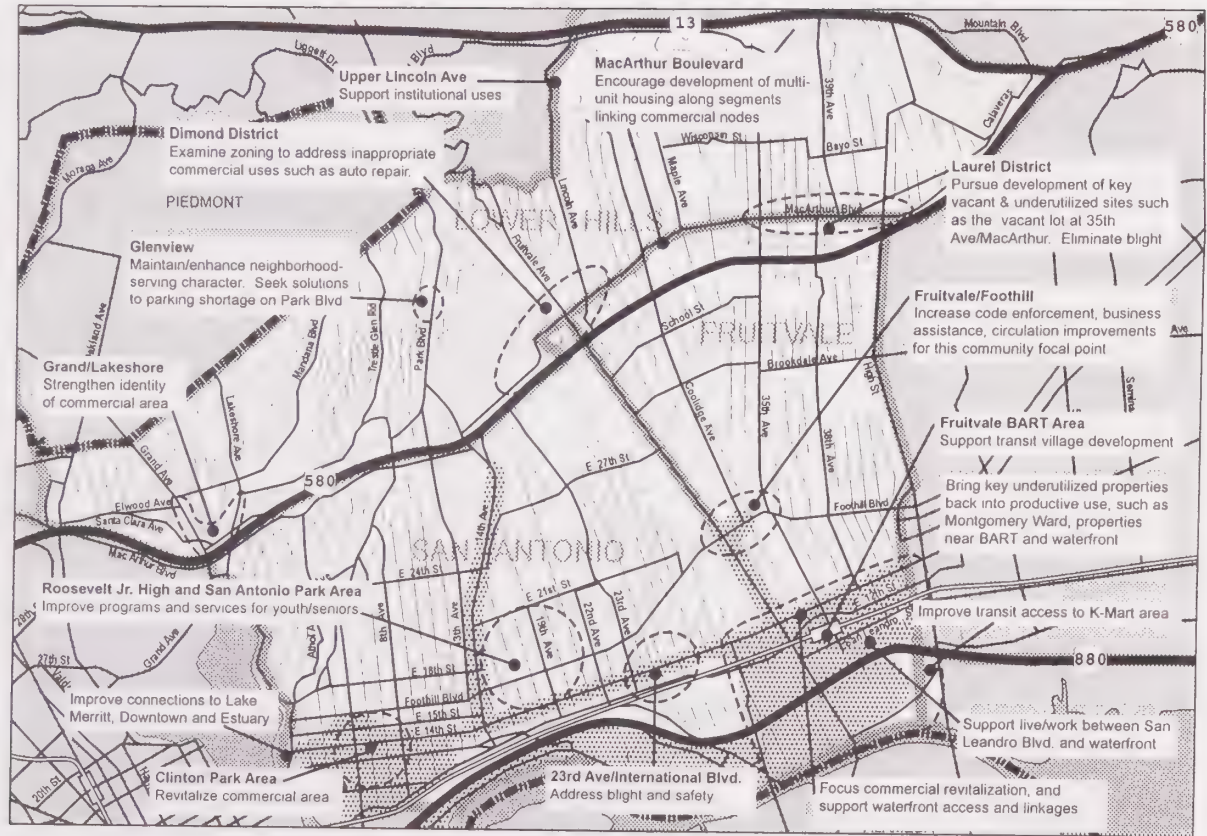
Participants in community meetings in 1995 and 1996 emphasized key issues of importance for the future of San Antonio, Fruitvale and Lower Hills. These key ideas and how they are being addressed by implementation of this Element are described below.

Figure 11 illustrates improvement strategies recommended for these areas and gives more detailed direction for Element implementation.

## Outlook for Population and Employment:

Household and population increases will slow over the coming years, with population projected to increase 6% through 2015, and household size projected to barely increase.

Total job growth is projected to be modest at 3%. Most notable is the decrease in manufacturing jobs, offset by increases in retail and service jobs for a net increase in the area.



### **Housing Rehabilitation**

Many residents feel that some housing areas have lost integrity over the years with the introduction of higher density units and overcrowded conditions. Many of the older neighborhoods with large homes were irrevocably changed with the addition of incompatible multi-family buildings in the 1960's and 70's. Also many of the large homes have been divided into apartments. Strengthening of multiple-unit neighborhoods, and preservation of single family areas, through zoning, housing rehabilitation, and code enforcement are widely supported. Solutions to alleviate overcrowded housing conditions are also desired.

*See also Objectives N3, N4, N5, N6, N7, N8, N10, N13, and all related policies. See also the Housing Element*

### **Reuse of Under-developed Sites for Community and Economic Development**

In San Antonio and Fruitvale as in other neighborhoods, there is community interest in bringing vacant and underutilized properties back into productive use to increase employment opportunities and improve economic vitality. Key sites include Montgomery Ward, Fruitvale BART, and areas in the I-880 corridor and along the waterfront. This interest in revitalizing underutilized commercial properties on the corridors is shared by Lower Hills communities.

*See Corridor Revitalization section above.*

### **Target Areas for Community and Economic Development**

As indicated above, the identification of specific target areas for focused investment is a key part of part d of the Implementation Agenda. There are nine targeted locations within San Antonio, Fruitvale & Lower Hills. Specific strategies for improvement are summarized below.

#### **San Antonio**

##### **East Lake District:**

This San Antonio target area, along with its immediate 'sphere of influence', is experiencing growth in population and entrepreneurial growth in the Southeast Asian business community. Specific actions for this area are directed toward:



### Population Growth and Public Services

Given recent population increases, particularly in the San Antonio and Fruitvale districts, there is concern about the ability of public services to keep pace with growth. Of particular concern is school overcrowding, the need for more and better recreation facilities, and demand for transit, police and library services.

*See also Objectives N3, N4, N7, N8, N14, T8 and all related policies.*

### Corridor Revitalization

In all three districts there is community support for improvement to the corridors. Existing business districts should be supported, and neighborhood shopping experiences should be enhanced through business retention and attraction efforts as well as through physical streetscape improvements. Designation of International Boulevard and Foothill Boulevard as Regional Transit Streets supports a high level of transit service on those corridors. Many of the target areas for Lower Hills, San Antonio and Fruitvale are aligned with commercial corridors. Strategies for these are described under Target Areas for Community & Economic Development.

*See also Objectives I/C1, I/C3, I/C4, N1, N8, N9, N12, and all related policies.*

### The Waterfront Connection

San Antonio and Fruitvale communities express a need for greater open space opportunities. Although their waterfront lands offer a prime open space resource, the development history of shore areas has resulted in industry and transportation activities that have limited community access to the water's edge. The waterfront should be re-connected to the San Antonio and Fruitvale neighborhoods, and waterfront open space opportunities should be increased. part c of the Implementation Agenda refers to the importance of committing resources for implementation of the Estuary Plan, to be adopted as part of the General Plan. The Plan will address land uses, urban design, and a improving access to and along the water's edge.

*See Estuary Plan, Bicycle and Pedestrian Plan, Objectives W1, W5, W6, Policy T10.3, and the OSCAR Element*

**Lower Hills**

All four target areas in the Lower Hills area are concentrated on the primary community shopping areas. Actions are geared toward commercial revitalization through clean up programs, merchant assistance, securing vacant properties and bringing them into productive use, and addressing parking needs. Actions specific to each target area include:

**Grand and Lakeshore Avenues**

Creation of a festive atmosphere to enliven the street for visitor and pedestrian attraction, i.e., installation of lights and decorative banners, etc.

**Glenview**

Developing solutions to parking inadequacies and supporting retention of viable neighborhood commercial uses.

**Laurel**

Applying focused, sustained, interdepartmental code enforcement to address blight at selected properties, and encouraging the development of mixed use and housing on MacArthur Boulevard.

**Dimond**

Encouraging mixed-use and housing development along MacArthur Boulevard and examining zoning regulations to address inappropriate commercial activities such as auto repair.

- ◆ Neighborhood commercial revitalization through business support and physical improvements
- ◆ Code enforcement efforts
- ◆ Increased parking and traffic calming
- ◆ Possible library and transportation/circulation improvements

#### **Roosevelt Jr. High/San Antonio Park**

Roosevelt Jr. High School is being designated for one of several homework centers in Oakland. The surrounding community is interested in the 'Village Center' concept which has potential to expand the homework center program into a multi-service for youth, seniors, and the community at-large. Strategies for this target area focus on improving services and programs for youth and seniors.

#### **23rd Avenue and International Boulevard**

This target area suffers from blighted conditions, many vacant buildings, and illegal activities with serious implications regarding safety and attracting businesses and other positive activities. Specific actions stress code enforcement, police enforcement, historic preservation, and facade improvements for commercial revitalization.

### **Fruitvale**

#### **Intersection of Fruitvale Avenue and Foothill Boulevard**

Although this area is currently underused, it has historically been a focal point for the Fruitvale community. There are active commercial businesses and non-profit services combined with heavy automobile and pedestrian traffic. The action program for this target area prescribes code enforcement, business assistance, facade improvements, traffic and circulation improvements, and addressing issues related to the congregation of day laborers.

#### **International Boulevard, Fruitvale Avenue, BART Station Area, and adjacent Waterfront**

This area is the focus of concentrated, ethnically diverse businesses with the beginnings of a transit village, mixed use development at the Fruitvale BART station. Major opportunities for revitalization exist between the BART station and the estuary. The action program focuses on transportation and circulation improvements, accommodating live/work activities in the waterfront area, commercial business assistance and facade improvements, code enforcement, and coordination for transit village development at the BART station.

## North Oakland

Annexed to the City in 1897, North Oakland reflects the character of a mature urban community. Its physical structure is provided by principal corridors that radiate from downtown along historic roads and streetcar routes. These provide mobility and business areas for surrounding residential neighborhoods. Housing areas are typically comprised of early 20th century residential stock, attractively arranged with a strong orientation to the local streets. North Oakland neighborhoods are well known for a keen sense of identity that is supported by established community organizations within the Golden Gate, Rockridge, Piedmont Avenue, and Temescal areas.

North Oakland has six key corridors: San Pablo Avenue, Martin Luther King Jr. Way, Telegraph Avenue, Broadway, College Avenue, and Piedmont Avenue. Neighborhood activity centers and the Rockridge TOD are centered on these corridors. There is significant potential for reuse and intensification along San Pablo, Telegraph, Broadway, and MacArthur, while College and Piedmont Avenues are examples of the most-successful corridor development patterns in the city.

**Table 10**  
**North Oakland Jobs and Housing Summary**

<b>Population &amp; Households</b>	<b>1995</b>	<b>2015</b>	<b>% Change</b>
Population	48,200	50,100	3.94%
Households	21,700	22,800	5.07%
Average Household Size	2.20	2.20	0.00%
<b>Employment by sector</b>			
Manufacturing	1,000	900	-10.00%
Wholesale	700	700	0.00%
Retail	3,000	3,300	10.00%
Services	7,700	7,900	2.60%
Other	2,200	2,200	0.00%
<b>Total</b>	<b>14,500</b>	<b>14,960</b>	<b>3.17%</b>

**Note:**

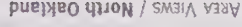
'Other' category includes jobs in construction, transportation/communication/ utilities, financial/insurance/ real estate, and government.

'Services' jobs include personal and business services, repair, research, amusement/ entertainment, health, education, hotels etc.

**Source:**

1990 US Census and Association of Bay Area Governments Projections 1996, modified on the basis of the Land Use and Transportation Elements





plan. Zoning changes associated with these designations will be conducted as part of part b of the Implementation Agenda.

*See also Objectives N3, N6, N7, N8, and T2.*

### **Commercial Revitalization**

Some locations need commercial revitalization. Vacant and underutilized commercial properties, and activities that are incompatible with neighborhood shopping, such as auto repair, and derelict signs/fencing, detract from the local business climate along certain corridors. Some neighborhoods, such as Golden Gate, lack goods and services for residents.

*See also Objectives I/C1, I/C3, I/C4, and N1*

### **Inter-jurisdictional Coordination**

Because North Oakland shares boundaries with other jurisdictions, efforts need to be made to communicate with adjacent cities on projects that affect North Oakland. Inter-jurisdictional coordination with Berkeley and Emeryville is ongoing, and is particularly important along the San Pablo Avenue corridor where activities are effected by recent growth in Emeryville.

*See also Policy N14.6.*

### **Public Safety**

Residents and business people alike are concerned that criminal activity has degraded the quality of life in North Oakland. In particular, the West MacArthur motel district is perceived as a concentration of criminal activity.

*See also Objective N1, Policy N1.7.*

## Key North Oakland Implementation Strategies

More than other parts of the City, North Oakland affects and is affected by surrounding jurisdictions. Piedmont Avenue serves City of Piedmont residents as well as Oaklanders, and Berkeley's university population strongly influences Rockridge and the northern portion of Telegraph. San Pablo is influenced by Berkeley and, increasingly, Emeryville, with both benefits and impacts of recent growth in that city apparent in North Oakland.

Important ideas and recommendations were expressed by the residents and business people who attended the 1995 and 1996 General Plan community meetings in North Oakland. The following discussion describes these local issues and demonstrates how they are being addressed by the Priority Implementation Agenda.

Cross-referencing to specific objectives and policies, as well as other related parts of this Element, are in italics.

Figure 12 illustrates improvement strategies recommended for North Oakland.

### Community Character and Identity

Preservation of character and strengthening community identity are key objectives for North Oaklanders. Community members proposed that better design standards be created for new development to ensure compatibility of scale and appearance with established neighborhood character. Participants also suggested that enforcement of existing regulations be strengthened to combat blight and deterioration of the community's image.

*See also Objectives I/C4, N1, N2, N3, N5, N7, N10, N11, N12, and N13.*

### Residential Densities

In North Oakland there is support for maintaining established residential densities in most neighborhoods, while realizing the potential for higher density housing types along corridors and in other areas served by transit. Most North Oakland housing areas are designated with the Mixed Housing Type classification, and in the areas for "maintain and enhance" on the Strategy Diagram. Areas along the North Oakland corridors are shown in the Urban Residential and mixed use classifications on the Land Use Diagram, much of which are categorized for "growth and change" on the Strategy Diagram. Also noteworthy is the designation of Transit-Oriented District to the two BART stations, with significant change expected at the MacArthur station over the life of the

compliance, street maintenance, and development of vacant and underutilized properties.

#### **MacArthur BART**

This target area has enormous opportunity for improvement. The MacArthur BART area is an important transit hub with transit village potential. Current efforts are being made to develop housing and other uses at this location and to apply transit village zoning. See the Transportation Section's "Transit-Oriented Districts" discussion for a more detailed description of the future envisioned for MacArthur BART.

#### **MacArthur/Broadway/Piedmont Avenue Area**

The underused MacArthur/Broadway center has significant attributes of a major opportunity site: transit and auto access, and a location that is central to a variety of urban activities including, Broadway Auto Row, neighborhood-serving business, medical and health services, unique residential neighborhoods, and park land. Business attraction efforts are currently focusing on this area.

#### **Claremont Hotel**

The Claremont Resort Hotel, Spa, Pool & Tennis Club is an important local and regional resource and is a critical asset to the East Bay economy. As such, expansion the expansion and facility improvement needs of the Hotel should be supported and flexible zoning should be applied to the site to meet those needs. The Community Commercial designation for the Claremont Hotel site is intended to allow visitor-oriented and commercial uses associated with and required for the effective and efficient operation of the greater Oakland community, such as entertainment, recreation, lodging, parking, and other related uses.



### Target Areas for Community & Economic Development

An integral component of the Implementation Agenda is the identification of target areas for focusing public and private resources in the city's neighborhoods corridors, and TODs (part d). In North Oakland, as in many parts of the City, it is not the residential neighborhoods, but the commercial areas, particularly the corridors, that are in need of significant improvement. Target areas in North Oakland are as follows:

#### San Pablo/Golden Gate

With underutilized properties, blighted conditions, and an unattractive streetscape, this area demonstrates the greatest need for commercial corridor improvements. The current action program for this target area calls for blight abatement, facade and streetscape improvements, and business attraction activities.

#### Martin Luther King Jr. Plaza and MLK Way

After long term neglect, the historic University High School and Merritt College property is undergoing rehabilitation. The completion of the MLK Jr. Plaza project will be accompanied by streetscape improvements and commercial revitalization efforts along MLK Jr. Way south to 51st Street.

#### Temescal

Recent commercial development along Telegraph Avenue at 51st Street, and interest from the residential and business community, has triggered revitalization of this historic neighborhood. Focus is needed to improve other key properties. Near-term activities will focus on providing assistance for specific properties, residential rehabilitation assistance, business marketing, facade improvements, and street maintenance and improvements.

#### Upper Telegraph

Improvements to the area's physical appearance through streetscape improvements and blight abatement are key objectives for this area.

#### Upper Shattuck

In addition to targeted housing rehabilitation and code enforcement, there are opportunities for improvements to Bushrod Recreation Center and to properties near Children's Hospital.

#### Upper Broadway/College Avenue

A mixture of educational institutions, neighborhood and community commercial activities, and housing occupy this area. The key objectives are to reduce loitering, improve traffic safety, code

# APPENDICES

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**B: MEETING STATUTORY REQUIREMENTS FOR THE GENERAL PLAN**

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**D: SUMMARY OF STANDARDS FOR POPULATION AND HOUSING DENSITY**

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## APPENDIX A: GLOSSARY OF TERMS AND ABBREVIATIONS

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**Accessory Unit**

A housing unit within, attached to or on the same lot as a principal housing unit.

**ADP**

Port of Oakland 2002 Airport Development Program

**Alternative Transportation**

All modes of travel other than the single-occupant automobile. Alternative transportation includes shared rides, such as carpools and vanpools where each vehicle carries more than one occupant; public transit, such as BART, AC Transit, and the Alameda/Oakland ferries; and non-motorized travel by bike or foot.

**BART**

Bay Area Rapid Transit District

**BCDC**

Bay Conservation and Development Commission

**Caltrans**

State of California Department of Transportation

**CBD**

Central Business District

**CEDA**

Community and Economic Development Agency, City of Oakland

**CEQA**

California Environmental Quality Act, State of California Public Resources Code Sections 21000-21178.1

**Commercial**

Activity involving the sale of goods or services





**General Plan Amendment**

Alteration, update or addition to the City of Oakland General Plan adopted by the Oakland City Council.

**GOPAs**

The goals, objectives, policies and actions prepared by the General Plan Congress during Phase 2 work on the Land Use and Transportation Element

**GOPs**

The goals, objectives and policies prepared as part of the GOPAs

**Health Services and Medical facilities**

Hospitals, medical facilities, medical office buildings, and clinics

**Housing Area**

Area designated on the Land Use and Transportation Diagram with a Neighborhood Housing Area land use classification, or with the Urban Housing, or Housing and Business Mix classification

**Infrastructure**

Public services and facilities, such as roads and railroads, sewage-disposal systems, water-supply systems, and other utility systems.

**Intermodal**

Facilities or services allowing for transfer of goods or people from one travel mode to another, such as ship-to-rail freight transfer, or BART-to-bus passenger service.

**Land Use and Transportation Element, or “the Element”**

This volume plus Volume 2 comprise the Land Use and Transportation Element of the Oakland General Plan, adopted (month), 1997.

**Live-Work**

Units designed and used for both residential and business activities, with the occupant(s) conducting their primary work and living in the same unit.

**May**

Used in the Element to indicate policy guidance or establishment of a permissive policy.

**Community Facilities**

Includes child care centers, adult day care, public and private primary and secondary schools, police substations, places of religious worship, parks, recreation centers and community centers, and other facilities serving Oakland residents.

**Compatible**

Capable of existing together without conflict or ill effects

**Consistency**

Absence of conflict, or presence of conformity

**Corridor**

Streets having a mixed-use urban environment with important circulation and access functions and concentrations of commercial and civic uses linked by segments of urban density housing

**Current**

Current at the time of adoption of the Land Use and Transportation Element, (month), 1997.

**Existing**

Existing at the time of adoption of the Land Use and Transportation Element, (month), 1997

**FAR**

See Floor Area Ratio below, and Appendix E

**FISCO**

Fleet Industrial Supply Center, Oakland

**Floor Area Ratio**

Ratio of the useable square footage of a building to the area of the site on which it is located.  
See Appendix E, "Understanding FAR"

**General Plan**

All adopted elements of the Oakland General Plan, including the Land Use and Transportation Element, the Open Space, Conservation and Recreation element, the Historic Preservation Element, the Housing Element, the Noise Element, the Environmental Hazards Element and any additional required or optional elements that may be adopted in the future

**Showcase districts**

Areas designated on the Structure Diagram as major city assets of regional economic importance. Each is discussed in Chapter 2 of the Policy Framework.

**Sustainable development**

Land use and urban activities which contribute to the community's ability to preserve and enhance its natural, social and economic resources over the long term

**Transit-oriented districts**

(TODs) districts are areas designed to take advantage of the opportunities presented by Oakland's eight BART stations and Eastmont Town Center. Easy pedestrian and transit access to mixed-use housing and commercial development should characterize these areas, as well as a strong identity created through careful urban design and mix of activity.

**TODs**

See transit-oriented districts above



**Mixed Use**

A structure, development, or area including more than one land use, and having a residential component.

**MOIA**

Metropolitan Oakland International Airport

**Neighborhood Activity Centers**

areas with diverse business, civic, and social activities supported and strengthened by surrounding housing, that help to form neighborhoods

**Neighborhood Housing Areas**

Areas designated with any of the four following land use classifications – mixed type residential, detached unit residential, hillside residential, or housing and business mix.

**OSCAR**

The Open Space, Conservation and Recreation Elements of the Oakland General Plan, adopted in 1996.

**Pedestrian-oriented or pedestrian-friendly Areas**

Areas of the city designed or improved to specifically enhance the experience of pedestrians. Elements of successful pedestrian areas include: public plazas, lighting, street furniture, street trees and planters, trash and newspaper receptacles, information kiosks, and improved bus-stops and signage. Streets, sidewalks, and crosswalks are designed to facilitate pedestrian travel; pedestrian traffic flow is favored over motorized traffic flow.

**Principal Housing Units**

Dwelling or dwelling(s) that are the primary building(s) on a site as evidenced by size, placement, and orientation to the street.

**Shall**

Used in the Element to indicate that an action is to be undertaken or policy put into place with no exception.

**Should**

Signifies a directive to be honored if at all possible.

Framework provides the foundation of community values for those decisions. The Plan diagrams translate these values into location-specific guidance for public and private activities relating to the maintenance, enhancement, intensification and transition of land in the City.

## Consistency

Consistency is frequently defined as an absence of conflict, or the presence of conformity, since in practice it is often easier to identify conflict than consistency. General Plan consistency, like comprehensiveness, has two dimensions:

**Consistency Internal to the General Plan:** Internal consistency means that there is an absence of conflicts within the General Plan. Consistency is required among General Plan elements, within each element, and between the Plan's text and diagrams. When a separate document such as the Estuary Plan is adopted as part of the General Plan, it is also subject to these consistency requirements.

**Consistency Between the General Plan and Subsequent Actions:** The General Plan is more than a statement of vision and philosophy. It is a legal guide to future City actions that must be followed. State statutes and a body of case law identify a number of key areas requiring consistency between the General Plan and subsequent actions. These include capital facilities projects sponsored by public agencies, and the City's open space program, including acquisition, disposal, restriction or regulation of open-space land.

## Zoning Consistency

As a Charter City, Oakland is not required by the State to maintain consistency between its General Plan and Zoning Ordinance. However, legal decisions have made an eloquent case for consistency between these two foundations of municipal decision-making. The California Court of Appeal argued in a 1982 decision that "a city's general plan may be viewed in many ways as the city's articulated perceptions of what constitutes the locale's 'general welfare.' Moreover, the Policy Framework in Chapter 2 of the Land Use and Transportation Element calls for consistency to be established between the General Plan and Zoning

## APPENDIX B: MEETING STATUTORY REQUIREMENTS FOR THE GENERAL PLAN

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The State mandates that every city and county in California prepare and adopt “a comprehensive, long-term general plan for the physical development of the county or city.” The table below details the ways in which this Element meets the State’s requirements for both the Land Use and Circulation Elements.

Required and optional elements of the General Plan must be comprehensive and consistent with each other throughout. State statute, planning case law, and professional practice interpret these requirements as follows:

### Comprehensive

The General Plan must be comprehensive in two ways. First, the General Plan must address all of the incorporated territory of the city. The most important implication of this requirement is that all land in the city must be designated with a General Plan land use classification, as shown on the Land Use and Transportation Plan Diagram.

The General Plan must also be comprehensive in the scope of issues it addresses. Each Element must address all physical development issues relevant in Oakland. At a minimum, the General Plan must address the issues that planning law requires, including “all locally relevant physical, social and economic planning issues.” (p. 9, State of California General Plan Guidelines, 1990)

### Long Range

The Plan is future-oriented, anticipating some changes that will occur soon and others that may not occur until more than a decade has passed. Although economic and community conditions at the time of Plan preparation are taken into account in formulating the Plan, they are not always compelling arguments in favor of one policy over another, since the Plan’s horizon is much longer than typical economic cycles, specific project reviews or political tenure.

### General

Because the Plan is both comprehensive and long range, both text and diagrams are necessarily general. Many decisions will be needed to implement the Plan successfully. The Element’s Policy

## APPENDIX C: TRANSPORTATION IMPROVEMENT PROJECTS

Projects	Timing	Objective/Results/Benefits	City Role(s)	Coordination	Funding	Status/Studies
I-880 Improvement Corridor (from I-980 - 98th Ave)	mid to long-term	<ul style="list-style-type: none"> <li>♦ Improve safety of substandard interchanges</li> <li>♦ Improve access to Alameda</li> <li>♦ Improve local operations</li> </ul>	Planning, Public Works - r/w at interchanges	CMA, Caltrans, Alameda	Likely - Measure B	CMA I-880 Inter-modal Study, 1996-97
I-880 HOV lanes (from 98th Ave - I-980)	long-term	<ul style="list-style-type: none"> <li>♦ Improve service levels</li> <li>♦ Provides continuous HOV lanes from Bay Bridge through Oakland</li> </ul>		Caltrans	Not identified	Further study req. High r/w costs
Transit Streets	short-term	<ul style="list-style-type: none"> <li>♦ Enhance passenger waiting areas and pedestrian access</li> </ul>	Public Works	AC Transit	Likely	AC Transit Quality Bus Concept, 1997
	mid-term	<ul style="list-style-type: none"> <li>♦ Signal pre-emption / synchronization for transit vehicles</li> <li>♦ Bus stop improvements</li> <li>♦ Transit centers at Eastmont Mall and Fruitvale BART</li> </ul>	Public Works	AC Transit, BART	Not identified for signal modifications; more likely for transit centers and bus stop improv.	AC Transit Quality Bus Concept, 1997
	long-term	<ul style="list-style-type: none"> <li>♦ Light Rail Transit / Electric Trolley Bus</li> <li>♦ Exclusive transit lanes</li> <li>♦ Transit centers at Coliseum BART and MacArthur BART</li> </ul>	Public Works, Planning	AC Transit, BART	Not identified	AC Transit Quality Bus Concept, 1997 AC Transit Alternative Modes Analysis, 1991
San Pablo Ave Improvement Corridor	short to long-term	<ul style="list-style-type: none"> <li>♦ Quality bus concept</li> <li>♦ Congestion relief</li> <li>♦ Local circulation and access</li> <li>♦ Physical enhancement</li> </ul>	Public Works	AC Transit, Emeryville Albany, Berkeley Caltrans, MTC, CMA	Measure B reauthorization	Study completed Apr-97



**Table B-1: Satisfaction of Land Use Element Requirements**

Requirement (established in California Government Code Section 65302(a))	Land Use and Transportation Element Reference
Proposed general distribution and extent of the uses of land for housing, business, industry, open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty.	Land Use Classifications Land Use and Transportation Plan Diagram Land Use Data in Area Views and Volume 2
Proposed general distribution and general location and extent of the uses of land for .....education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses.	Land Use Classifications Land Use and Transportation Plan Diagram Community Facilities information in Volume 2
Statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the Plan	Appendix D, for standards of population density Land Use classifications for standards of building intensity
Identification of areas covered by the plan which are subject to flooding	Map of flood prone areas in Volume 2
Mineral resource management policies	Mineral resource information in Volume 2

**Table B-2: Satisfaction of Circulation Element Requirements**

Requirement (established in California Government Code Section 65302(a))	Land Use and Transportation Element Reference
General location and extent of existing and proposed major thoroughfares, transportation routes	Transportation Diagram Appendix C
Correlation with the Land Use Element	Transportation Demand Modeling information in Volume 2
General location and extent of existing and proposed .....terminals, and other local public utilities and facilities	Public Facilities information in Volume 2

## APPENDIX D: SUMMARY OF STANDARDS FOR POPULATION AND HOUSING DENSITY

Land Use Classification	Maximum Density*	Typical Household Size**	Anticipated Population Density ***
<b>Neighborhood Housing Classifications</b>			
Mixed Type Residential	30	2.7	85
Detached Unit Residential	11	2.6	30.6
Hillside Residential	5	2.5	13.1
<b>Corridor Mixed Use Classifications</b>			
Urban Housing	125	2	262
Neighborhood Center	125	2	262
Community Commercial	125	2	262
<b>Special Mixed Use Classifications</b>			
Central Business District	300	1.7	510
Mixed Use Waterfront District	125	2	250
Housing and Business Mix	30	2.7	85

\* Stated in Principal Dwelling Units / Acre

\*\* Number of persons per household based on ABAG projections of household size for 2015 and mapping of land use classifications

\*\*\* Number of persons per gross acre, assuming maximum allowable principal dwelling units per gross acre in neighborhood housing areas, plus accessory units representing 5% of total units

Projects	Timing	Objective/Results/Benefits	City Role(s)	Coordination	Funding	Status/Studies
Jack London Square Intermodal Shuttle	short to long-term	<ul style="list-style-type: none"> <li>♦ Shuttle from Jack London Square</li> <li>♦ AMTRAK station to ferry, downtown, and BART to support increased AMTRAK intercity service</li> </ul>	City	AMTRAK, ferry BART	Likely	Specific route and vehicle subject to further study
Coliseum AMTRAK Connection	mid to long-term	<ul style="list-style-type: none"> <li>♦ New AMTRAK stop serving Airport via AIRBART shuttle, Coliseum Complex and BART</li> </ul>	Public Works	Caltrans, AMTRAK SP Railroad	Limited TCI funds allotted, Measure B reauthorization	Initial grant for site acquisition or preliminary site engineering/design
Oakland Airport Transit Connector	long-term	<ul style="list-style-type: none"> <li>♦ Suspended light rail transit or other technology to provide transit connection to the Airport</li> </ul>	City	Port of Oakland, BART	Not identified - needs federal and state funding	Included as part of I-880 Intermodal Study
73rd Ave Connector	long-term	<ul style="list-style-type: none"> <li>♦ Improved connection from 73rd Ave to I-580</li> <li>♦ Serves Coliseum and Airport traffic from I-580</li> </ul>	Public Works	Caltrans	Not identified	Under study by Public Works. Part of I-880 Intermodal Study. Public opposition to disruption of neighborhood
Water Transport	mid to long-term	<ul style="list-style-type: none"> <li>♦ Ferry and water taxis to Alameda and all along Estuary</li> <li>♦ Provides alternative to automobile along I-580 and to Alameda</li> </ul>	Public Works, Planning	Port of Oakland, Alameda, BCDC	Not identified	Included as part of I-880 Intermodal Study. MTC Regional Ferry plan, 1992.
New/Improved Alameda Connection	long-term	<ul style="list-style-type: none"> <li>♦ Improve access from Downtown Oakland to Alameda for all modes including bicycles and pedestrians</li> </ul>	Public Works	Alameda Public Works, CMA	Not identified	Retrofit of Posey-Webster tubes is planned. Reuse of Alameda NAS is a factor

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## APPENDIX E: UNDERSTANDING FLOOR AREA RATIO (FAR)

FAR is a ratio expressing the relationship between the amount of gross floor area of a building to the area of the project site. For example, a maximum FAR of 2 on a 20,000 sq ft (100' X 200') site means that a building with a maximum gross floor area that is twice the lot area ( 2 times 20,000 = 40,000 sq ft) can be constructed on it.

However, while a given FAR indicates the allowable intensity of development, it does not specify the preferred type of building. Different interpretations of a given FAR can result in buildings of very different character. The following sketches show four ways in which an FAR of 2 on a lot measuring 100' X 200' may be translated into a building.

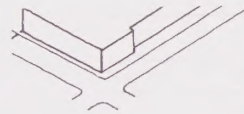
While all these options represent an FAR of 2, other regulations may preclude some of these as real possibilities.

For example, a height limit of 50' (approximately 5 stories) would rule out Option 4.

A design guideline that requires a building line to be maintained along the main street would leave a choice of Options 1 and 2.

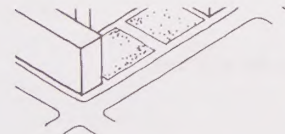
If it is required that a buffer be maintained between the new building and an adjacent use, Option 2 may be more feasible.

These illustrations only serve as guidance as to how an FAR may be interpreted. FAR implementation regulations will be provided in the City's Zoning Ordinance.



### Option 1

Gross Floor Area: **40,000 sq ft**  
Ground Coverage: **100%**  
# of Floors: **2**  
FAR: **2**



### Option 2

Gross Floor Area: **40,000 sq ft**  
Ground Coverage: **50%**  
# of Floors: **4**  
FAR: **2**



### Option 3

Gross Floor Area: **40,000 sq ft**  
Ground Coverage: **50%**  
# of Floors: **4**  
FAR: **2**

### Option 4

Gross Floor Area: **40,000 sq ft**  
Ground Coverage: **25%**  
# of Floors: **8**  
FAR: **2**

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